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THE ECONOMY

Structural problems

A study by the Conference Board in Canada says that while many of Canada's economic problems are cyclical in nature, there is "sufficient evidence" to support current concerns that longer term structural changes are under way that could have a "significant" bearing on the country's economic future.

The 100-page study report, entitled *Perspectives on the Canadian Economy: an Analysis of Cyclical Instability and Structural Change,* finds these principal areas of concern: The trends in Canadian international trade; persistent inflationary pressure; the composition and financing of future capital requirements; the implications for income distribution and other indicators of economic performance of a growing government sector, and the trend toward continuing high unemployment rates.

While the report predicts that a substantial improvement in Canada's balance of trade will result from the recovery of the world economy, combined with the devaluation of the Canadian dollar, it finds additional evidence to suggest the balance-of-trade problem is not entirely cyclical. It notes that there has been a growing deficit in trade in manufactured products throughout the 1970s and that this has coincided with a rapid expansion in production costs in manufacturing. The report also foresees Canada incurring large deficits in trade in oil and gas by the early 1980s. It also questions whether the capital resources needed for scheduled energy projects can be generated in Canada, and notes that heavy reliance on foreign capital could inhibit improved trade performance through upward pressure on the exchange value of the Canadian dollar.

It also sees evidence of structural changes in a trend toward a higher rate of savings by consumers as well as a disparity in movement of the unemployment rate for different major segments of the labour force: "Unemployment rates for women and young people have experienced a secular increase since the mid-1960s while that for adult men has tended to decline." It attributes this to changes in the composition of the labour force combined with the inability of the economy to accommodate those changes readily.

The report also warns that removal of price and income controls means that "the potential for a further acceleration of inflationary measures cannot be dismissed."

The C.D. Howe Research Institute also discussed structural changes in its 1978 economic policy review, noting "striking similarities between the kinds of structural changes going on now and those that triggered long periods of economic recession in the past.

The 157-page report, entitled *Policy Review and Outlook, 1978: A Time for Realism,* maintains that structural questions "are central to an understanding of the current economic scene." It says many of Canada's industrial and sectoral imbalances reflect the pressure of structural changes — in individual values and preferences, in industrial structure and in the balance of economic power among nations.

During the first half of the 1970s, the report notes, Canada was riding a crest of prosperity, resulting from its resource wealth and from "an unusual combination of demographic changes that have added considerably to the employment and earning power" of the population. Many imbalances built up in the economy during that period, but prosperity "permitted the postponement of many necessary adjustments to Canada's industrial structure and to its expenditure and income patterns."

The study adds: "These imbalances are now being reflected in chronic unemployment and rapid inflation, and indications are that traditional monetary and fiscal policies — the macro policies that act on total demand and supply in the economy — will not be sufficient to get the country off the unemployment-inflation treadmill."

Hence, it argues, decision makers in both government and private sectors will be forced to focus their attention on micro-economic questions — "the particular ailments of particular industries and sectors of the economy."

e C.D. Howe report admits this
hard task — to integrate the
cro and the micro aspects of
nomic analysis, but maintains
s necessary to take initiatives
both fronts.

e report also says that this
nbination of structural and
clical problems is not unique to
nada. The international arena "is
gued by protectionism, by stag-
ion and by structural problems
t arise from the increased
itical and economic power of
OPEC countries and the deve-
ing world."

me of Canada's structural
anges have resulted from "long,
dual shifts" in basic prefer-
ces or values: "The birth rate
s declined, more women are
rking outside the home, the
nily has given up some of its
ader welfare responsibilities to
e state. In addition, there have
en changes in leisure-income
eferences; new systems of busi-
ss organization have emerged,
essing participation over hier-
chy; and the size and the role
government have expanded.
ese value changes in them-
ves are not economic problems,
hough they do create surprises
the way the economic system
nctions. When economists'
sumptions that past values will
ntinue unchanged are not valid,
e economic system seems in
me sense strange and unpredict-
le. In effect, these surprises are
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tended or altered. The difficulty
that economists do not know
at new assumptions or theories
introduce into their models.

ther structural changes
perienced in recent years
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stem. The price of energy has
adrupled in the international
arket and tripled in Canada....

Within Canada the high price of energy has given new impetus to economic activity in the West and is acting as a restraint on growth in the East. Other examples, somewhat less dramatic, include shifts in the location of potential new resource production, such as metals under the sea, and changes in technology, such as the introduction of new steel-production techniques."

These structural changes "create direct challenges for economic policy which must simultaneously stabilize growth, employment and prices and facilitate society's adjustment to new economic circumstances."

Finally, it notes changes in the industrial structure of the economy, "for example, the expanding role of service production and the relative decline of manufacturing activities" and discussion of the need for a new industrial strategy. "One of the problems here is that a strategy that would make sense economically would not necessarily be judged acceptable politically," it says.

Impact of free trade

If Canada adopted a policy of free trade, per capita income would rise in the Prairie provinces, British Columbia and the Atlantic provinces, Ontario workers would move to the Western provinces for higher wages, and unemployment would jump in Quebec. These conclusions appear in a study by Dr. Roma Dauphin, assistant dean of the Faculty of Arts of the University of Sherbrooke, published by the Economic Council of Canada under the title, *The Impact of Free Trade in Canada.*

The study report says free trade would result in a drop in real wages across the country and an increase in the price of natural resources. This would cause a redistribution of income away from labour and toward the owners of natural resources.

"With a unilateral end to customs duties," the report says, "per capita income in the four Western provinces would rise by about 4 per cent as a result of the increase in the price of natural resources."

Industries involved in the processing of natural resources would take on more importance in the economy, but Ontario, with its high concentration of manufacturing would become less important. The price of manufactured goods would fall in relation to natural resources, wages would tend "not to rise" and workers who are sufficiently mobile would move to the Western provinces.

Free trade would have its most serious repercussions in Quebec, the report says. There would be an immediate increase in unemployment "because of the lack of mobility of the Quebec labour force," and wage disparities between Quebec and the rest of Canada would widen.

INDUSTRIAL RELATIONS

Martin-Bouchard report

The report of a provincial commission, tabled Feb. 22 in Quebec's National Assembly, proposes a fixed calendar for negotiations in the public sector. It also recommends that the Cabinet have the power to suspend the right to strike in some circumstances.

Under the timetable proposed by

the Martin-Bouchard commission, most public service negotiations would start Jan. 1 of the year collective agreements expire. Since most agreements in the public service, education and social affairs expire on June 30, this means a six-month head start on negotiations. Contract proposals by both parties would be made public April 1 and a mediation commission would be appointed by June 30 for a two-month period if no agreement had been reached by that date. The mediators would report to the government and the public on the state of negotiations on Sept. 1, and the parties would have the right to legal strike or lockout by Oct. 1.

The report also recommends that the cabinet be given the power to suspend the right to strike for 30 days "if an apprehended strike or lockout endangers health, public safety or the education of a group of students."

It also proposes that the total government wage package be negotiable in future contract talks. Governments have rejected this proposal in past years because 50 per cent of the provincial budget is made up of salaries and wages and the government would agree to negotiate only the *allocation* of the total amount.

The commission was appointed early last year, with Yves Martin, rector of the University of Sherbrooke as chairman, and two other members — Lucien Bouchard, a Chicoutimi lawyer, and Michel Grant, an official of the Canadian Union of Public Employees. Grant resigned from the commission early this year.

MEDIATION AND CONCILIATION

Federal training program

The first national conciliation officer trainee program was launched earlier this year by the Federal Mediation and Conciliation Service in an attempt to bolster Labour Canada's capacity as neutral intervener in industrial disputes in the private sector.

The department advertised in major newspapers across the country for candidates who offered a combination of academic training and experience in industrial relations. The candidates were required to be highly mobile and able to tolerate the stresses of conciliation. More than 235 applications were processed and three women and one man have been selected to participate in the year-long training program.

Guy de Merlis, director of the Service and co-ordinator of the project, says that although the women were chosen solely on the basis of their ability, the department is pleased it can correct a situation it has deplored for some time: a total lack of female conciliators in the service. In addition, he says the trainees will have an opportunity to learn the complex business slowly and throroughly under the guidance of field officers. In the past, new conciliators were given brief on-the-job training.

WORK STOPPAGES

1977 record

Canada's industrial relations system functioned with much less time lost to strikes and lockouts during 1977 than in the previous year.

There were 803 work stoppages in 1977, down from 1,039 in 1976, and they involved 217,557 workers, compared with 1,570,940 the previous year, and cost 3,307,880 in lost man days, a decline of 71.5 per cent from 11,609,890 in 1976.

Only 15 man days were lost per 10,000 man days worked in paid non-agricultural employment in 1977, down from 55 in 1976. Measured in this way, or in terms of absolute numbers, the time lost was the least in any year since 1971.

The 334 strikes and lockouts reported during the fourth quarter of 1977 involved 77,628 workers and meant a total of 772,280 man days lost, or 14 man days for every 10,000 worked. The equivalent figures for the fourth quarter of 1976 were 429 strikes and lockouts, 1,027,864 workers, 2,783,440 man days lost and 50 man days for every 10,000 worked.

UNIONS

Labour "biggest threat"

"Big labour" has ranked first once again in the Canadian Institute of Public Opinion's annual poll on the question: "Speaking of the future, which do you think will be the biggest threat to Canada in years to come — big business, big labour or big government. Of the 1,010 Canadians surveyed in December, 1977, 38 per cent replied big labour, 35 per cent big government and 21 per cent big business. However, labour's popularity had improved since December 1976, when the equivalent percentages were 43 per cent for big labour, 33 per cent for big government, and 18 per cent for big business.

tive people's problems

licies based on finding jobs for lians by moving them off erves are bound to be counter-oductive, according to a search report published by Master University's Faculty of siness.

eople who advocate the assimi-ion of Indian people in the ainstream of Canadian culture d industrial life in order to ercome the native people's our market problems are taking simplistic view," writes Harish C. in in his 124-page analysis titled *Labour Market Problems Native People in Ontario.*

spite the growing urbanization the native population in both tario and Canada, "a majority of dians live on reserves and will ntinue to do so," Jain observes, erefore policy options are eded to overcome the labour arket problems of native people th off the reserves and on them.

help those who choose to stay reserves, Jain proposes ancial assistance to develop serve-based industries such as nting, trapping and fishing, and encourage a shift to occupa-ns such as campsite supervisor, urist guide and game or fire arden. Other possible options are commuter operations" flying tive people from geographically olated reserves to their work-aces and back home again, and tating work scheduling "to keep sruptions in family and reserve e to a minimum."

ain also puts forward some ssumptions which, he says, ould be considered in deve-ping employment options for "change oriented" indians ready to leave the reserve for work:

- "The onus of adaptation to an urban wage economy should not be placed entirely on native people. It should be facilitated by participation and acceptance by Indians themselves. Adaptation can be successful only if they (the natives) could identify with the goals of the adaptation plan such as on-the-job training, etc.

- "Indians do not necessarily have a natural aversion to material wealth. Their rates of turnover and of absenteeism are not higher than non-Indian rates. They could be expected to operate within a disciplined and structured work situation.

- "Indians are not averse to taking on work unrelated to their traditional employment."

Given these assumptions, he offers several policy options for gainful employment, "the single most important reason for the growing movement of natives to urban centres."

First, he calls for anti-discrimination clauses in all contracts with various levels of government in Ontario. He also recommends programs of compensatory employment or "positive discrimination" allowing employers in both public and private sectors to provide special training facilities for native workers and to encourage them to take advantage of opportunities. He also urges more use of the "new careers" approach which offers alternative systems of education and on-the-job training to people with a disadvantaged background.

Many native people have a disadvantaged background which makes it difficult for them to benefit from existing manpower training programs: "Most of the native workers probably lack adaptive skills that enable an individual to meet the demands for conformity (e.g., punctuality, dress requirements, etc.) and change due to the physical, interpersonal and organizational arrangements and conditions of a job."

He adds, however, that "recurrent education and training are capable of providing continuing opportunity for those who are most disadvantaged in the labour market to have a second and third chance to improve their relative position in the occupational and income hierarchy rather than being dependent on early (youth) education alone."

Jain's analysis confirms the widely held beliefs that native people's unemployment and school dropout rates are excessively high and that an overwhelming majority of them earn poverty incomes. He also notes a continuing increase in the proportion receiving welfare. Those who do have jobs are over-represented in primary and unskilled occupational categories compared with non-Indians but are under-represented in skilled, managerial and professional categories.

He observes that it is not only the physical isolation of most reserves that prevents Indians from taking advantage of employment opportunities but also social and cultural barriers such as "language, culture and lifestyle."

City size significant

An International Labour Organization study suggests that prospects of finding jobs are best in cities with a population of more than one million, but start to decline when the population reaches five million. The study, by Paul Bairoch, says the employ-

ment rate in cities of one million or more in developed countries is 12.5 per cent higher than in cities with populations of 100,000 to 200,000. Bairoch also finds that capital cities usually have less unemployment than other communities of a similar size because a concentration of government services provides steady employment to many.

PENSIONS

Women's position ignored

A report published by the Canadian Council on Social Development calls on the private pension industry to move toward full indexation of pension benefits to the Consumer Price Index, and says government support may be needed to achieve this objective.

It also wants private plans to move toward immediate "vesting" of pension contributions — "establishing an employee's rights to employer contributions toward his or her pension." Most plans now require that the employee remain with a specific employer for a number of years before achieving this right.

The 254-page report, written by Kevin Collins, and entitled *Women and Pensions,* contends that the position of women in the pension system has been largely ignored in the "great pension debate."

"Yet households headed by women over 65 are increasing, poverty among the female elderly is shocking, and women are getting a rotten deal from both the public and private systems," it adds.

It says under present vesting arrangements, women are subsidizing private plans because of their high job turnover rates and high likelihood of receiving only their contributions back (often without interest) upon termination of employment.

The report also recommends that both old-age security and guaranteed-income programs be income-tested and extended to the 60-64 age group. It also says the income guarantee under both programs should be increased to the Council's "relative" poverty line. "Based on 1977 income levels, the CSSD relative poverty lines are estimated at $4,000 a year for a single person and $7,300 for a couple." This would mean an increase of $120 a month in the single rate and of $70-per-person a month in the rate for couples.

At the time Collins prepared the report he was a Council staff member. He has since been appointed a senior economist at the Canadian Labour Congress.

FEDERATIONS OF LABOUR

Alberta convention

The 700 delegates to the Alberta Federation of Labour convention, in Edmonton, Jan. 18-20, heard a plea from former Canadian Labour Congress President Joe Morris for unions to transfer more power to the national level "where it can be used to influence political events and social change."

Organized labour must develop "muscle structure" at the national level, while collective bargaining continues at the local level, Morris said. Had this been done sooner, he added, "wage and price controls would never have come into effect" because labour would have had more clout in dealing with the federal government.

Morris also said there was a continuing need for organized labour to meet with government and big business, but the delegates later adopted, by a narrow margin, a resolution opposing the CLC's policy of tripartism, adopted at its 1976 biennial convention.

Also adopted was a committee report criticizing the Alberta government for "dragging its heels" on health and safety.... It complained that there were only 90 joint worker-management health and safety committees in the province and none in the construction industry. The delegates also called for job health and safety courses at the province's universities.

They took time off from their deliberations on Jan. 19 to join a picket line at the Parkland Nursing Home where members of a Canadian Union of Public Employees local had been on strike for 10 months seeking a first collective agreement. They defied an Alberta Supreme Court injunction limiting the number of pickets at the home to six.

A major policy paper adopted by the convention called for a one-month moratorium on personal income tax, a 5-per-cent tax reduction for people earning less than $15,000 a year, and a $50-a-month increase in old-age pensions — all aimed at stimulating the economy and reducing unemployment.

The convention also endorsed resolutions calling for restrictions on foreign ownership and the flow of profits out of the country and the denial of work permits to foreigners for jobs that could be filled by Canadians.

Voting for the Federation's executive committee resulted in only one change, Bill Petrie of Edmonton replacing fellow CUPE

esentative Ian Downie as
ond vice-president. Re-elected
e Frank Kuzemski, first vice-
ident; Jack Dyck, secretary-
surer, and general vice-
idents Red Basken, Bill Broad,
k Hubler, and Larry Mead.
eration president Harry Kostiuk
ompleting the first year of a
-year term to which he was
ted at the 1977 convention.

E

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urvey of *Harvard Business view* readers shows that
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mination of mandatory retire-
nt policies, unconscious age
reotypes can mean older
ployees are potential victims
unfair treatment.

w managers provide organiza-
nal support for career develop-
nt and retaining of older
ployees, promotion opportu-
es are restricted when new
sitions demand creativity,
ntal alertness or capacity to
al with crisis situations.
nagers also make much less
ort to give an older person
dback about needed changes
performance.

ort-run prospects for change
em bleak, but faced with a
inking differential in the ratio
working to retired persons, our society will soon be forced to consider alternatives to mandatory retirement, including more emphasis on part-time work, flexible hours and gradual or phased retirement.

QUALITY OF WORKLIFE

Costs of job enrichment

A survey of 58 United States business organizations finds that job-enrichment programs can generate substantial benefits in terms of work performance, more effective utilization of resources and reduced absenteeism, but the benefits are not free. The costs include increased wages, and training and project implementation expenses.

The survey was conducted by Antone F. Alber, an assistant professor at Bradley University's Department of Business Management and Administration. He found six categories of economic benefits from job-enrichment programs — improvement in work quality, more effective resource utilization, improvement in working conditions, reduced absenteeism, reduced turnover, and reductions in manpower. But not all the organizations reported gaining every one of the benefits. And three of them experienced a deterioration in work quality "due to a greater job complexity associated with the revised work style" as well as other factors.

Compensation levels rose by 5 to 35 per cent, with an average increase of 14 per cent in those organizations that had to implement them. Training required an average 12.5 days per employee, with the cost of instructors, tuition and other direct expenses averaging $283 per employee. Alber found, however, that the cost of implementing job-enrichment programs was frequently the largest single cost factor, "with the bulk of these outlays going for the individuals who design and execute the job enrichment programs." Of 51 projects studied, an average of 0.08 man years each was required to plan and execute the programs — at an average cost of $1,075 for each employee whose job was being enriched.

EMPLOYEE EARNINGS

Blue-white differential

The old notion that the road to success leads through the college classroom and ends in air-conditioned offices is being challenged by a new American blue-collar elite that are proud of what they do, well paid and challenged by their jobs.

Economist Sar A. Levitan of George Washington University expects the economic status of blue-collar workers to continue rising. "The potential plumbers, electricians and bakers are going to college," he said. "Fewer entrants into these skilled trades means better pay for those who enter them and less bargaining power for college graduates."

White-collar occupations have lagged behind blue-collar occupations in wage increases for the past 10 years. The pay of professional, technical and managerial workers and administrators went up an average of 6.5 per cent from 1967 to 1976 but the pay of craft workers rose 6.9 per cent.

An average bank employee makes $3.50 an hour and a top-rated secretary can make $12,342 a year, whereas an average auto plant worker is paid $7.92 an hour and a tuna fisherman can pull in $25,000 a year. lg

Jobs versus the environment: difficult decisions ahead

by Bill Megalli

With unemployment at such an alarmingly high level, the question of jobs versus the environment has become a pressing and potentially explosive one. Already the clash of interests over this long-simmering issue has given rise to a national debate which could have far-reaching implications for labour, management, government and the general public. In the absence of anything approaching a national consensus of opinion, however, clearcut decisions are going to be difficult, if not impossible. But if this important issue is to be resolved — and some kind of resolution is certainly long overdue — may hard-fought battles undoubtedly lie ahead.

An interesting foretaste of what is likely to be involved was provided in Ottawa between February 19th and 21st this year, when advocates from all sides of the debate presented their cases at the first Conference on Jobs and the Environment to be held in Canada. However, after numerous addresses, discussions, and workshops, industralists, unionists and environmentalists remained as far apart as ever, with the government caught uncomfortably in the middle. Indeed, if anything, the parties are now heading toward an even more complete polarization — at a time when all are simultaneously demanding immediate action on this pressing issue.

Donald Montgomery, Secretary-Treasurer of the Canadian Labour Congress (CLC), which organized the conference, came out unequivocally in favour of sacrificing the environment rather than risking jobs. With unemployment at approximately one million, Montgomery said, "it would be an act of criminal irresponsibility to place jobs at risk, even for serious environmental considerations.

"Society may well be faced with the very real prospect of social disorder, arising from the despair and alienation of unemployed workers who perceive their government as being preoccupied with matters other than producing desperately needed jobs," he added.

"There has to be a reconciliation between the imperatives of jobs and of the environment; and that is one of the main reasons why this conference is being held. However, it is a bit much to expect workers to meekly accept becoming the victims of environmentally induced unemployment, even in normal times, because it is alleged to be in the public interest."

But, he went on, "if the public interest, when properly defined, must prevail, then the burden must be borne by society at large."

...unionists and environmentalists remained as far apart as ever, with the government caught uncomfortably in the middle

Montgomery said the CLC intends to press vigorously for establishment of an environmental unemployment compensation fund that would provide indefinite compensation and continuation of certain fringe benefits to affected workers.

Montgomery also sharply criticized what he termed the lack of coordination of policies both within and between governments on the question of environmental legislation, and expressed "shock and dismay" about statements of the federal energy minister, and the Ontario environment minister, on the impact of current Canadian anti-pollution laws. "The federal minister asserted this was one of the reasons why INCO moved part of its Sudbury operation to the pollution havens of Indonesia and Guatemala — at the cost of some 3,000 Canadian jobs. This is a shocking example of environmentally induced unemployment, as well as an indication that an increasing number of jobs are at risk in the future," he said.

While it was Montgomery's speech that understandably captured the headlines, it remains to be seen whether his position will be universally supported by the CLC's 2.3 million members across Canada, or by other labour bodies. Montgomery's views, for example, clearly differed from those of John W. Eleen, director of research for the Ontario Federation of Labour (OFL), who criticized the federal government for

far apart as ever...

ng too soft in enforcing pollu-
n controls, and called for
ater pressure from both public
l organized labour on the issue.

e keynote address to the confer-
ce was delivered by federal
heries and Environment
nister Len Marchand, who
rned that environmental
tection is no luxury even in
ficult economic times.

ther we pay a relatively small
ce now to prevent damage to
environment, or we pay a large
ce later to repair that damage,"
declared. He also expressed the
w that environmental protection
ed not necessarily cost jobs. "In
t, preventing and controlling
vironmental damage has grown
o a thriving industry in Canada,
industry that creates new jobs
d new technology that other
tions are buying from us," he said. Again and again Marchand stressed that there need be no conflict between environmental and job protection. But he conceded that "I know many Canadians think that we can only have one at the expense of the other."

..."it would be an act of criminal irresponsibility to place jobs at risk, even for serious environmental considerations."

Marchand served notice to industry that creating more jobs is not the prime or sole factor to be considered. "It is my job as federal minister of the Environment to protect our environment. The Canadian chemical industry will spend some $3 billion in the next ten years on further growth...I welcome the jobs that $3 billion worth of growth will create, but I have to be concerned, when a new chemical comes out of the laboratory and into the world. We must weigh those costs carefully against the promised advantages."

The minister said he was not singling out the chemical industry, but merely using it as an example. "The same prudence must apply in all sectors. We must have economic growth, but we must also have a safe and healthy environment."

At the same time, the federal government has taken steps to ease the financial burden on industry, Marchand said, citing as an example the extension of the Accelerated Capital Cost Allowance, which lets a company write

off the complete cost of pollution control equipment in two years. He also challenged the audience to come up with a single case in Canada where environmental controls have been the main reason for a plant being forced to close its doors.

Dr. R.D. Duncan, vice-president of Corporate Services for the Abitibi Paper Company Ltd., agreed with Marchand that the conference was 'timely' but differed with him on almost every other issue. Duncan said the twin goals of economic improvement and a cleaner environment are not always compatible and that "...some priorities must be established and some choices made." He agreed with the CLC's Montgomery, saying that although he basically supported reasonable environmental protection, "...we begin to dig in our heels at the level where costs are high for small or questionable improvements."

Duncan emphasized at the outset that his views were only "those of the Abitibi Paper Company Ltd. management — or my own. I do not stand as the spokesman for the pulp and paper industry." As the main industry representative at the conference, however, there was little doubt that he reflected, more or less, the attitude of industry as a whole.

Duncan said the pulp and paper industry earns over $4.5 billion in foreign currency annually and is the leading employer in Canadian manufacturing, with over 100,000 employees. "Half of them depend for their jobs on the sale of our product outside Canada," he added. However, he went on to warn that environmental legislation is making many industries unable to stand competition in foreign markets and forcing them to contemplate moving to other countries where environmental controls are less costly.

"Either we pay a relatively small price now to prevent damage to our environment, or we pay a large price later to repair that damage"

The Canadian pulp and paper industry is not cost competitive in world markets, Duncan said, and its top priority must be better productivity, not pouring millions of dollars into extra pollution controls. He said that in the case of the newsprint industry, costs in Canada were $30-$40 per ton, 18 per cent higher than the average in the U.S.

"It is absolutely vital that our total cost structure be kept on a par with the U.S. — or we are in for a dismal future. If we cannot produce cheaply enough to maintain our U.S. business, then the product will be made there.... If evidence of another sort is needed, at last count there were 25 paper-making machines on order for installation in the U.S. — none in Canada," Duncan said.

He maintained that the crucial factor here is anti-pollution costs, citing a recently agreed-upon pollution abatement program for seven Abitibi mills in Ontario. The total cost will be $44 million over the next five years, yet the estimated financial return on $35 million of this is negative, he declared, "and one large chunk, $25 million, is for a major project at one mill to eliminate about 37 tons per day of BOD-type pollution going into Lake Superior. There is no financial return; in fact it will add about one million dollars per year to operating costs. To top it off, we must purchase an additional 38,000 HP of electrical energy, and about 40 jobs will be lost."

Duncan continued, "we simply do not believe that our social responsibility should be on the side of this particular environmental clean-up project at this critical time, rather than on the side of helping our economic position and its favorable social consequences."

Duncan also blasted, as a myth, what he termed "the picture that gets painted that we are slow to clean up because we know that governments won't press their 'friends', that the risk of being hauled into court is small, and that when it happens the fines that may result are insignificant." In the past ten years, he said, despite inadequate earnings, Abitibi has dedicated 24 per cent of all capital spending on primary pulp and paper mills to pollution-abatement related items.

"...we begin to dig in our heels at the level where costs are high for small or questionable improvements"

Several times, Duncan made it clear that each case will have to be fought on its own merits. "Clearly a mill that is weak economically and has a dim future is no candidate for large capital expenditures [on pollution control] that will only serve to make matters worse." He also criticized across-the-board standards requiring all companies to clean up to the same level regardless of cost and need. "If the benefit is of little significance, and the cost will contribute to a mill closure, or a planned running- down of a marginal facility, then it becomes a poor trade-off. Such marginal operations do make a contribution

the economy, and provide jobs. vironmental concerns have their ce. But with the potential for posing financially crippling air, ter and solid waste environ- ntal programs, it becomes sential that realism prevail with th federal and provincial regu- ory bodies," he declared.

ncan also referred to what he med the "emotional charge" at environmentalists are able to oke among the public, causing litical echoes and making asonable appraisals more diffi- lt. "Their seemingly moral and nical position gives credibility r whatever action they advocate quite often in the name of the blic." A "lopsided appraisal of e issue is bound to emerge from ese circumstances," he said.

e most outstanding example of is process, according to Duncan,

Canada should concentrate on its natural gas resources as a transitional stage, in preparation for the fast-approaching age of solar energy

was the present debate on nuclear power, and it was on this very issue that he later clashed with environmentalist Barry Commoner, chairman of the Scientists' Institute for Public Information in New York. In fact, it was Commoner who drew the loudest applause from the conference for his address on the feasibility of solar energy. He cited a number of U.S. studies which show that nuclear energy is uneconomical as well as hazardous. He said that rather than turn to nuclear energy, Canada should concentrate on its natural gas resources as a transitional stage, in preparation for the fast-approaching age of solar energy.

Commoner said the choice of which form of energy we use, as well as having implications for the issue of jobs versus the environment, may also prove of key significance for other major economic problems. In particular he pointed to the inflation that has resulted from rapid escalations in the cost of energy from non-renewable sources and predicted the prices of such energy — including oil, natural gas, coal and uranium — could well continue to increase in price exponentially. He also suggested, in relation to nuclear energy, that the infinitely higher capital costs associated with investment in this energy source would mean a depressed investment in other economic sectors resulting in fewer jobs. Reliance on nuclear energy in the United States, he insisted, would lead the country to its economic Waterloo, and he warned that the same fate could easily befall Canada. Canadians, he said, should study the alternatives exhaustively before committing themselves to a path of no return.

In the course of his speech Commoner roundly rejected the argument that anti-pollution costs are a real factor in unemployment and ended it with the following appeal: "Only (organized) labour has the political strength to break the corporate stranglehold on energy and to help society apply the power of public governance to the creation of a new energy system that can truly serve human welfare."

The main proposals and recommendations of the conference's ten workshops were finally summed up by Bill Ridgeway, president of the National Union of Provincial Government Employees. Prominent among these were:

"I can only say I'll let you know. I have another four hundred applicants to see."

• The need to define a clear method to identify environmentally-related layoffs and closures, to help avoid controversy over the issue.

• The need for all involved parties to co-operate in retraining programs for workers displaced as a result of environmental action.

• A government commitment to stop being extremely secretive about its studies and intentions, where these have an effect on jobs or the environment.

• That labour, management and concerned groups should have ample time for legitimate input of pressure through contact with relevant ministers. That such input should be recognized and encouraged by the government, and that grants should be available to help in preparing studies supporting the viewpoints of environmentalists or other concerned groups.

• Greater effort should be exerted to internationalize environmental standards and thus restrict the freedom of multinationals to relocate abroad.

Greater effort should be exerted to internationalize environmental standards and thus restrict the freedom of multinationals to relocate abroad

• Legislative confusion should be remedied by federal and provincial governments, with the former setting guidelines and the latter implementing them with relevant modifications.

• Potential victims should be included in the decision-making process.

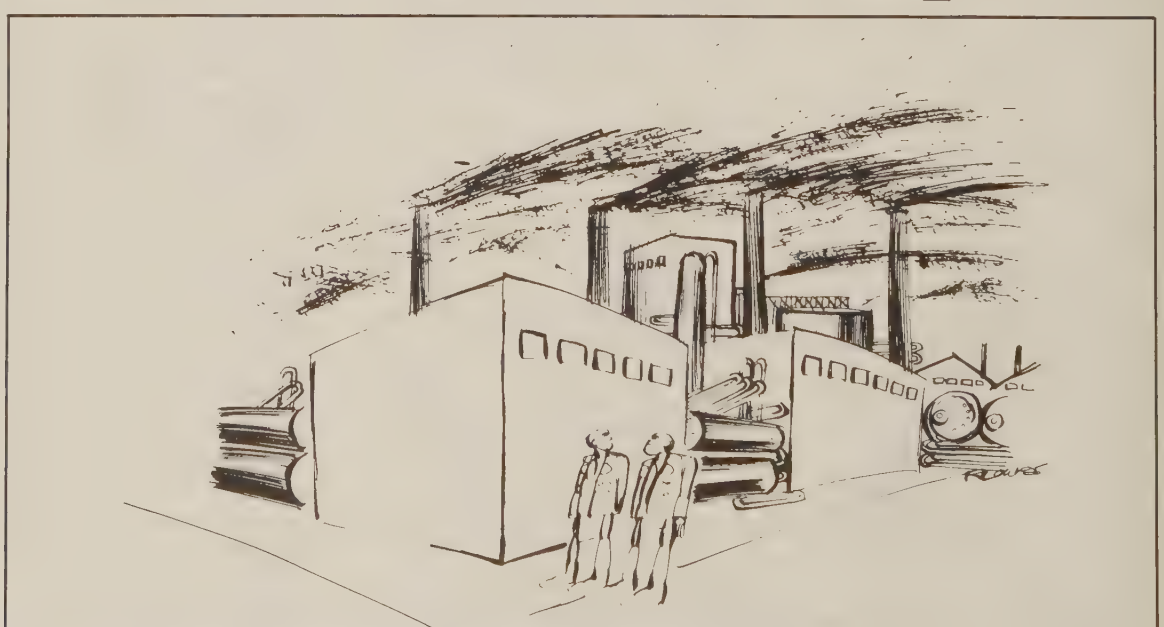
• All energy sources must be investigated to develop energy from the widest variety of sources.

• Unions, through the bargaining process, should seek greater input in corporate and government decisions.

On this occasion it was the environmentalists who had the last-minute chance to express their concerns, and in taking it they denounced press reports which they said gave the impression that the conference had decided to give jobs priority over the environment. They also criticized government blueprints on energy and charged that jobs were being falsely portrayed as the price that must be paid to protect the environment.

In his closing remarks the conference chairman observed that no one had really expected the conference would produce solutions, and that this was only the first in a series of meetings on the issue. He said provincial governments had given assurances that they will hold similar conferences during the current year in an effort to help crystallize attitudes and resolve differences. Indeed, this seemed to be the only point on which all the conference participants seemed to agree, namely that the debate on jobs and the environment should be continued. As the 250 delegates left the conference only one thing could be said with any certainty: that a lot of bitter fighting over this highly contentious issue lies ahead. lg

Punch-Rothco



"Actually, we mainly manufacture those annoying little black specks you see floating about everywhere."

he Ontario Education Relations Commission

laking collective bargaining work

Roy LaBerge

e Ontario Education Relations mmission has gone a long way ward smoothing the stormy seas at have characterized negotia- ns in recent years between hool boards and teachers in the ovince. It is also setting an ample for other jurisdictions in oviding collective bargaining ta and effective mediation rvices to the parties at the gotiating table.

e five-member commission, aded by Owen Shime, a res- cted labour lawyer and arbi- ator, was established in July 1975 der Bill 100, the School Boards d Teachers Collective Negotia- ons Act.

ie Act was long overdue. Ontario as the only province that lacked gislation governing school nego- tions. Bill 100 was introduced ter five years of public outcries r legislation in response to sruptions of the school systems a rash of teacher strikes. Three hool systems were hit by walk- ts in the 1972-73 school year; ree more in 1973-74 and 11 in 74-75. In addition, there were 11 her bargaining situations where achers worked to rule during the ree school years.

the commission's first year of eration, while it was still cruiting staff and organizing its rvices, there were more disrup- ons. In Metropolitan Toronto, the hooling of 106,000 students at 4 schools was disrupted by 38 nsecutive days of strikes and lockouts affecting 8,458 teachers. In Windsor, 12 schools with 12,400 pupils were shut down for 26 days by similar work stoppages. Smaller boards were also hit by lockouts, strikes and work to rules — Kent County for a total of 81 days, central Algoma for 35 days, Kirkland Lake for 44 days and Sault Ste. Marie for 59 days.

The Kent County disruptions — four days of total withdrawal of services, eight days of lockout, 53 days of work-to-rule and 16 days of rotating strikes — were finally ended by voluntary arbitration. But it took special Acts of the provincial legislature, all but one imposing compulsory arbitration, to get the teachers back in the classrooms in the other schools.

A 'fact finder' process must be followed before strike action may be taken

In 1976-77 the second year of the commission's operation, there were only three strikes. But the province didn't step into any of them. Nor did the commission, as many had expected, inform the government that any of the strikes had reached the stage where the pupils' school year would be jeopardized.

An otherwise excellent record for 1977-78 was marred when 517 Essex County separate school teachers left their classrooms Jan. 8, closing 28 schools with 10,000 pupils. The strike, which lasted seven weeks, was the longest elementary school teachers' strike in the history of Ontario.

The Act retains most of the traditional customs and practices that had been developed throughout the province in the previous five decades. Negotiations are still carried on at the local level between the school board and the branch or local of the teachers' union. However, either party may obtain bargaining advice or help from outside sources if it so wishes.

Agreements are for a minimum of one year and all become effective on Sept. 1 and expire on Aug. 31. The negotiations may cover any term or condition of employment, but no term of an agreement may conflict with existing legislation. Every agreement must include a procedure for resolving disputes that may arise during its life. The parties may ask the commission for assistance at any time during negotiations.

The Act grants teachers the right to strike and school boards the right to respond to strike action by locking out teachers or closing schools. A strike is broadly defined so as to include work-to-rule, mass resignations and the withdrawal of services.

However, before strike action can

be taken, a "fact finding" process must be followed, and the commission must supervise strike votes of the union branches.

The Act applies to all school boards, with a few stipulated exceptions, and to all teachers who are members of the five affiliate bodies of the Ontario Teachers' Federation: L'Association des enseignants Franco-Ontariens, The Federation of Women Teachers' Associations of Ontario, the Ontario English Catholic Teachers' Association, The Ontario Public School Men Teachers' Federation, and The Ontario Secondary School Teachers' Federation.

In all about 108,000 teachers in the province have their terms and conditions of employment negotiated under the provisions of the Act.

The Act called for the establishment of the independent, five-member commission with a wide range of tasks: assisting the parties in negotiations, compiling statistical information, selecting and training mediators, fact finders or arbitrators, determining whether the parties are negotiating in good faith, and determining the manner of conducting and supervising secret ballot votes.

The commission is also entrusted with advising the cabinet when, in its opinion, "the continuance of a strike, lockout, or closing of a school or schools will place in jeopardy the successful completion of courses of study by the students affected by the strike, lockout or closing of a school or schools."

An important feature of the legislation is that it provides a wide variety of alternatives the parties may use if they feel they need help with their face-to-face bargaining.

One of the commission's biggest jobs was to find and train people who could act as knowledgeable mediators and fact finders

Either or both parties may request a fact finder at any time during the negotiations — a neutral third party appointed by the commission to investigate a particular negotiation and write a report. The commission may unilaterally appoint a fact finder if it feels the parties are at an impasse.

The fact finder's report must set out both the matters on which the parties have reached agreement and those on which they have not. The report may include recommendations for settlement, but they are not binding on the parties. If the parties do not reach an agreement within 15 or 20 days of receiving the report, it is made public.

Another option available is voluntary arbitration to which both sides must agree. The parties also have a choice of naming an arbitrator themselves or asking the commission to appoint one. Or they may choose to have arbitration by a three-person board. Each party names one member of the board and, if they cannot agree on a

The Globe and Mail

'Frankly, I just don't understand it — this disillusionment with university education. You'll never regret your MA, will you, Mrs. Stooles? . . .Er, you missed a spot.'

ıtral chairman, the commission
)oints one. The board has 60
's to complete its report, and
:h party has 30 days to prepare
l sign an agreement incorpora-
g the arbitrated decisions along
h the items previously agreed
at the bargaining table. The
ties used voluntary arbitration
e times during the 1976-77 year.

:o available is the option of final
er selection. Again, the parties
y agree on the selector or ask
Commission to appoint one.
thin 15 days of the selector's
)ointment, each party's final
sition in dispute is presented to
n or her. The parties may then
)vide written responses to each
ıer's position, and the selector
ıy hold a hearing or hearings.
thin 15 days of the final hearing,
e selector must choose one
rty's final offer in its entirety.
is offer is incorporated in an
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ms to which the parties agreed
ring negotiations. This option
ıs used in three bargaining situa-
ns in 1976-77.

ıe responsibility the commission
fulfilling most effectively is
mpiling statistical information
the "supply, distribution,
)fessional activities and salaries
teachers."

receives copies of all agree-
ents between teachers and
hool boards, and extracts from
em information on salaries,
)rking conditions, such as pupil-
acher ratios and class size,
edical, dental and life insurance
)verage and other fringe benefits,
bbatical leave, sick leave,
ievance procedures.

dded to its data bank are other
levant factors such as cost and
age indexes and information
lating to other professions and
:cupations. This mass of informa-
)n is available to the parties and to the fact finders, mediators and arbitrators — almost instantly because it is stored in a computer.

Certainly if negotiations break down it will not be for lack of detailed comparative information. If a negotiator phones and asks for minima and maxima for a particular group of boards, for example, they are provided on a strictly factual basis with no comment from the commission.

The commission members have been described as 'a collection of shrewed lawyers and grizzled old school superintendents'

The commission has also become a prolific publisher, putting out annual overviews of teacher/board agreements; an annual report on teacher placement, containing grid distributions of teachers, total staff and enrolment; a monograph series on such subjects as cost-of-living, dental plans, group insurance plans, long-term disability plans and fact finding; and a series called "Teacher Board College Agreement Clause File" providing clauses on specific areas such as management rights, class size, pupil-teacher ratio, instructional load, non-instructional load and others. The commission also publishes an annual report containing a summary of every collective agreement negotiated in the province.

One of the biggest jobs facing the commission in its first year was finding and training people who could act as knowledgeable mediators and fact finders.

"We had to train a whole series of neutrals to function in the collective bargaining process for education," Shime explains. "We exposed 80 to 100 people to a training process and now have a cadre of 45-60 people capable of serving as mediators, fact finders and arbitrators."

How were they chosen? The commission conducted seminars for recruits selected from all sectors — former trustees and directors of education and teachers, former trade unionists, former management people, some lawyers and some professors. It also placed new people with more experienced ones for "on-the-job" training.

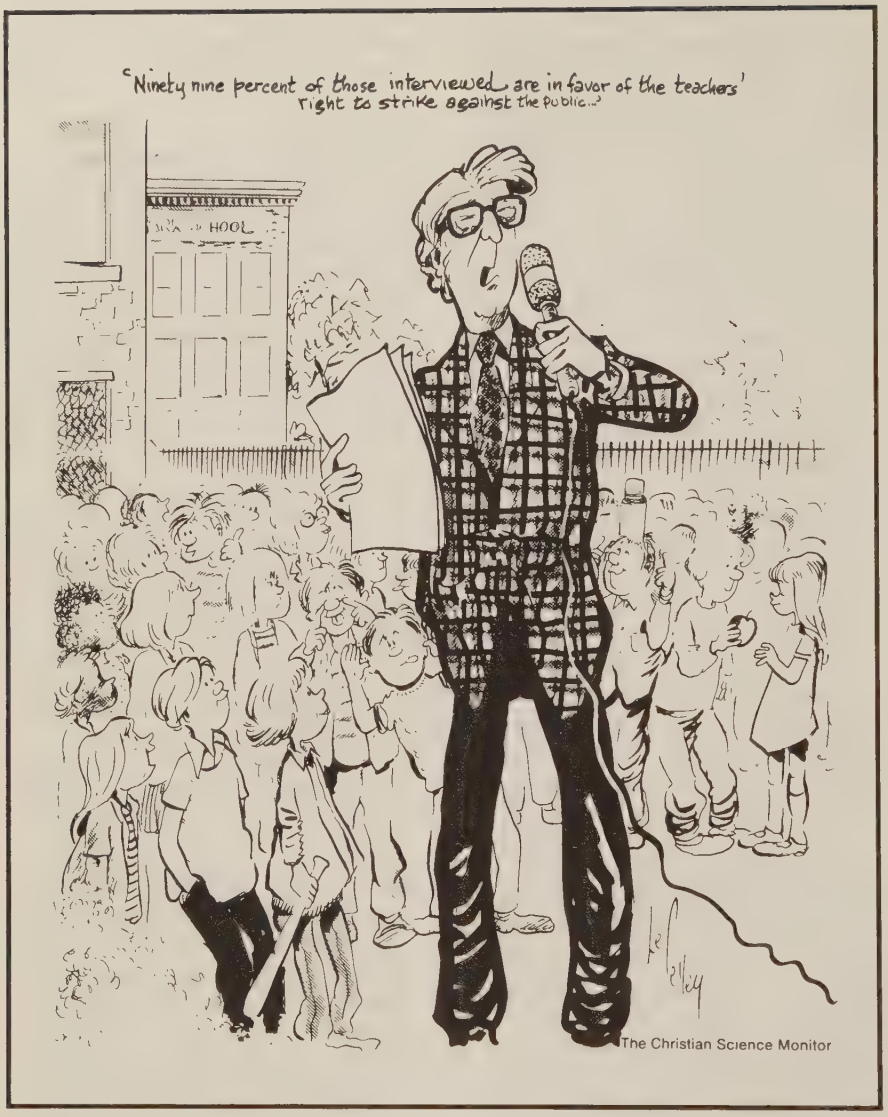
One side result was that the commission trained a number of skilled grievance arbitrators who are now being called on to arbitrate disputes in other sectors of society.

On the drawing board is a proposal for a more intensive training program that would likely involve some co-ordination with an industrial relations or law school.

Both lawyers and lay people need training, according to Shime: "Non-lawyers need to learn some of the legal aspects of the process, while some lawyers need to develop a sense of understanding and comprehension of the collective bargaining system."

David Lewis Stein, a *Toronto Star* writer has aptly described the commission members as a "collection of shrewd lawyers and grizzled old school superintendents."

Shime, the chairman, is an experienced labour arbitrator and mediator. He was vice-chairman of the Ontario Labour Relations Board from 1968 to 1973, and in 1973 was appointed special adviser to the Ontario Ministry of Labour in implementing a report of the Task Force on the Restructuring of the Workmen's Compensation Board.


"Ninety nine percent of those interviewed are in favor of the teachers' right to strike against the public..."
The Christian Science Monitor

Harry W. Arthurs, the first vice-chairman, has been dean of Osgoode Hall Law School since 1972. This youthful, bearded specialist in labour law, has established a sound reputation as arbitrator and conciliator in labour disputes in the province since 1962. He is also the author of articles and books on labour relations legislation. Arthurs resigned from the commission in August, 1977, and was replaced as vice-chairman by George W. Adams, who as Ontario's assistant deputy minister of labour, has established a solid reputation as a professor of labour relations at Osgoode Hall Law School and as chairman of the Ontario Public Service Grievance Settlement Board.

One responsibility the commission is fulfilling most effectively is compiling statistical information...

Dr. Lita-Rose Betcherman is a former director of the Women's Bureau of the provincial ministry of labour. A labour arbitrator since 1973, she served in 1973-74 as chairman of an interministerial committee on the status of women.

Gabrielle Levasseur, a former teacher and secretary-treasurer of the Association des Enseignants Franco-Ontariens, has had 15 years experience in working with boards, teachers and principals, including participating in contract negotiations.

John S. Ronson, organization development manager for the Steel Company of Canada Limited, is a former chairman of the Sheridan College Board of Governors, a past chairman of the Burlington Board of Education, and a former member of the Halton County Board of Education. Ronson is also a former chairman of the Ontario School Trustees' Council.

The commission cannot take all the credit, of course. The Anti-Inflation Program, with its mandatory compensation ceilings, and the slow economic growth of recent years, have left many teachers hesitant to use the strike weapon.

Few would deny, however, that the commission has made an excellent contribution as a "communications satellite, providing channels of negotiation and impasse resolution," to quote D.C. Sifton, an Oxford County board administrator.

Praise for the commission's work has also come from Brian Downie, a professor at the Queen's University School of Business, who expects shortly to publish results of a major study of its operations.

"The commission has taken a major step in making collective bargaining work," says Downie. "And Bill 100 is proving to be a good model for settling labour disputes in the public sector." lg

he Vermont Asbestos Group: n experiment in employee ownership

Paulette Bourgeois

e GAF Corporation stunned rkers in a small Vermont town t 25 miles south of the Cana- n border when they announced January, 1974, that rather than ur "excessive" costs to meet U.S. federal anti-pollution uirements they would close ir asbestos mine and layoff men.

ially both workers and members the area's commercial centre re shocked that the company *rtune* magazine listed as one of nation's 500 leading industrials uld strand its employees. But to surprise of GAF, the workers d the local inhabitants of Lowell, rmont banded together under direction of John Lupien, a nadian and former supervisor h the company. Under his idance the employees became owners of the Vermont bestos Group Inc. on March 12, 75.

nn Desmarais and S. Derrick, mbers of the Human Resources oup of the Mineral Economics vision of the Canada Department Energy, Mines and Resources idied the employee-ownership periment, talked with John pien and prepared a report that ls the VAG story.

orkers who only four years ago re faced with unemployment are t only still on the job but are o prospering. Within the first ar of employee-ownership they oduced a profit of one million dollars, pollution control equipment was installed ahead of schedule, clean air standards were exceeded and there was sufficient money to increase wages and fringe benefits by more than 19 per cent.

Lupien told the two investigators that it wasn't easy raising the money and convincing the state it had a choice over the proposed closure; "I asked for the $1.5 million guaranteed loan, and approached the governor with the argument that the state had a choice: either get people to work where they'll pay taxes and remain self-sufficient, that is take a chance on them, or pay first for unemployment, then welfare."

GAF Corporation announced it would close the mine because of the "excessive" costs of meeting federal anti-pollution requirements

The state eventually came up with the loan, while the employees themselves raised $78,000 (accounting for 1,560 of 2,000 corporate shares), each purchasing from one to one hundred shares at $50 a share in the joint business venture. A further $22,000 was raised through the purchase of shares by friends, relatives, local retailers and the high school student council.

When the employees became the owners, Lupien says, some significant changes took place in the operation.

"There is one thing that means a lot to us here: the time the men put on the job is important. Ten minute coffee breaks used to go on for 20-25 minutes...We found that it was necessary to control the time. We were able to show the workers that time wasted costs the company profits."

He adds that men used to go to the store needing only a couple of bolts, but would instead ask for a dozen; now the men only ask for what they need: they also used to waste fuel but that too has changed in line with the company motto, "misuse means a loss of profit." There is now virtually no turnover at the mine, except for retirement, whereas when GAF owned it the turnover was about 38 per cent per year.

But as Lupien points out there are incentives that cut absenteeism, quitting and grumbling. Bonuses and dividends are given to show that substantial savings can be made by the workers, indeed, for every $50 share, $127 has already been paid out in dividends. Other benefits of worker ownership have been a much greater awareness of the prevailing corporate environment, resulting in a greater awareness of company costs, as well as less vandalism and more preven-

tive maintenance than under GAF management.

Even with worker ownership, however, the union remains alive and well with workers maintaining membership in the United Cement, Lime and Gypsum Workers' Union. Indeed, in the first year of the workers take-over, even though they received a substantial nineteen per cent wage offer — the highest pay deal ever offered — the workers still took a strike vote on whether to accept or reject it.

In its first year of operation under employee ownership, the mine showed a profit of more than a million dollars

To quote Lupien, "when they saw the profit and loss statement, which is made available to the workers on a quarterly basis, and the budget, they thought we had too much money and that some of it should be returned to the workers. It didn't take too long though, to show exactly what the planning was for 1976 and they soon realized that there was no more money in the kitty."

However, the employee take-over hasn't been without its problems. Lupien says that initially people thought that if they owned one share they could run the company. Now, there is an elected board of directors who are paid hourly and who are available for employee input. Costs of meeting the environmental requirements soared to a million and production costs continually increase.

At the time of Derrick and Desmarais' report, worker-shareholders at VAG, while not without some apprehensions, had at least managed to maintain their status as productive members of the community — a sharp contrast with the situation prevailing three years earlier when each employee was a possible candidate for unemployment. In addition, the comparative openness of the decision-making process together with advice solicited from outside experts, has proved sufficient to bring about changes in labour's relationship with VAG management. Realizing the vital link between costs of production, profitability and employment, the labour force has become more self-restraining.

Pollution control equipment was installed ahead of schedule and clean air standards were exceeded

As the authors of the investigation emphasize, however, although the VAG experiment has so far been successful, such an undertaking could not necessarily be generated in every non-renewable resource-based town. In particular they point to the need for both a salable product and an effective corporate leadership, together with a willingness on the part of workers to contribute both time and money to the effort. Furthermore, they add that the continuity of benefits will ultimately depend on the resources at hand as well as on the ability of the enterprise to diversify its operations and maintain employment *within* the community.

In retrospect these words of caution appear well advised, for in recent months rising prosperity has also been associated with increasing dissension among the worker-owners. In particular, a number of workers at the mine have become concerned at what they see as their growing isolation from management. Problems have also arisen over the appointment, earlier this year, of David Winer as company president. Mr. Winer, a staunch supporter of employee ownership who arrived in 1976 as a consultant after leaving the presidency of Infrared Industries of Waltham, Mass., was viewed by many workers as an outsider.

Following these dissatisfactions, at a stockholders' meeting held in April, miners replaced the existing board and voted to return the company to private ownership under the control of Howard Manosh, a local contractor. According to Mr. Manosh the key issue in the dispute was, "not employee ownership, but management and how well the company is run." Appeals from members of the board that guided the mine under worker ownership, and which pointed to its current success, apparently fell on deaf ears.

There can be little doubt that these developments have come as a severe disappointment to those who were looking to the Vermont experiment to demonstrate the longer term viability of employee ownership. They do not, however, fundamentally alter the conclusion reached by Desmarais and Derrick in their report: namely, the overriding need for the development of a variety of new and innovative forms of community-industry relations in towns heavily reliant on a single non-renewable resource for a significant proportion of their employment. As the authors of the report emphasize, the Vermont experiment is just one possible approach to this problem — an approach which, despite the present dissension, nevertheless helped turn a failing mine into a thriving business with a promising future. Indeed it is one measure of the experiment's success that it has created an enterprise that is once again attractive to outside private capital. lg

Could fluorescent lighting be harmful to your health?

Glaring fluorescent lights and an overly bright office are being blamed for worker's nausea, headaches and eyestrain, and might be costing Canadian industry a heavy price in absenteeism, according to an article in *Perspective on Money*.

Writers Cherie Rogers and Frank Touby point out that while employees across the country have been grumbling about eyestrain and headaches, few employers have listened — until now. The authors say there is mounting evidence that improper lighting (which almost always results in an overly bright working environment) is taking its toll on workers' health and the employer's pocketbook.

Although they acknowledge no specific studies have been completed directly relating improper lighting to absenteeism or working discomfort they quote experts and doctors as saying, "a good case could be made to prove that a discernable percentage of an estimated 760 million working hours lost through absenteeism in Canada is directly related to the cause of glare."

But the problem doesn't stop there. Apparently scientists also say that ordinary light bulbs and fluorescents emit a "deprived spectrum of light," or in other words, a lack of ultraviolet rays found in ordinary sunlight. A few scientists are saying fluorescents may be directly related to bone disease, tooth decay, eye problems and emotional depression. The reason: lack of exposure to enough sunlight to produce adequate amounts of Vitamin D, the vitamin that helps retain calcium in our bodies.

In another article, *Montreal Star* writer Kenneth Hertz indicates the human body responds physiologically to the different qualities and intensities of light: red light speeds up heart rate and respiration and produces a sense of excitement; blue or green light has a calming or depressing effect.

Hertz quotes Vancouver-based light activist Ralf Kelman as saying that intense outdoor lamps and fluorescents are moving farther and farther away from the natural solar spectrum and "their effect on our health has remained untested — just like many drugs."

Globe and Mail reporter David Lancashire writes that there are no Canadian studies under way that might link fluorescents and health. Ernest Wotton, a lighting engineer commissioned by the federal department of Health and Welfare to study the literature on lighting and health is quoted in the *Globe* as saying: "The truth is we just don't know how much ultra-violet is good for us, and how much is harmful." He concludes that more studies are needed.

So far, most of the studies pointing to the health problems resulting from fluorescent lighting have used animals, not humans for the tests. According to Lancashire, U.S. scientists report that fluorescent lighting causes mutations in the chromosomes of hamster cells which may result in cancer. Another U.S. researcher found fluorescents shrank the hearts and sex organs of rats. As Wotton pointed out to the *Globe* reporter, none of the research adequately defines the human danger.

Dr. Richard Wurtman, a specialist in the effects of lighting says "new research is confirming the beneficial effects of long-wave ultraviolet light in making the active form of Vitamin D in the human skin. He goes on to say, "these wavelengths are completely absent from most artificial light sources," including the lights found in 98 per cent of schools and commercial buildings.

While the artificial light debate may seem murky, the Canadian and U.S. authorities reject claims that fluorescent lighting may be an indirect risk to health. Dr. James Stopps, acting director of the environmental and occupational health centre at the University of Toronto, told Lancashire he didn't think "many of these statements would stand the light of day if they were examined more closely." And a spokesman for the Canadian Medical Association, Douglas Greekie said, "There is no reason or stimulation to pursue the matter very actively."

While some scientists are speculating about the negative effects of artificial light, others, including the Canadian Medical Association are adopting what Rogers and Touby call a "wait and see" approach.

Even the lighting manufacturers, Westinghouse, Sylvania and General Electric — which account for the vast majority of the 26.5

million tubes sold in Canada in 1975 (value $31 million) are cautious in their assessment of the ultra-violet issue. Bob Day, product manager, commercial and industrial marketing at Canadian General Electric told *Perspective on Money* "We haven't seen enough medical evidence yet to convince us there's a problem."

But the Duro-Test Corporation puts out Vita-Life lights that claim to have "special and unique painted glass which allows ultra-violet through."

GE product manager Day told Rogers and Touby that "Duro-Test tends to make claims related to health that we just don't make" and points out that GE has developed a fluorescent, "Chroma 50" that roughly simulates the natural spectrum of the sun.

The companies listening to employees grumble about health hazards of fluorescents will have to pay a hefty premium to install the "natural spectrum" lights. The new fluorescents sell for about $5.00 to $8.00 while the old tubes have a $1.25 price tag.

Since the ultra-violet issue is polarized, critics of fluorescents tend to argue about the more obvious issue of glare. According to Lancashire, lighting consultants say glare isn't the fluorescent tube's fault. It comes simply from too much light, poorly thought-out installation and unsuitable fixtures. Environment Canada's Dr. A.K. Biswas told the *Globe and Mail* that "there is little doubt that modern-day buildings have far more light than is necessary — in some cases 10 to 20 times too much."

Ernest Wotton argues that offices and schools use about double the illumination used in Europe and that many electric bills are double what they should be because the design is ineffective. John Ott, the film-maker and photo-biologist who developed the "Vita-Life," told reporter Hertz that employers should install plastic instead of glass in windows, and employees should wear protective glasses.

Effect on health untested

Rogers and Touby indicate that almost all lighting experts place the blame for glare squarely on builders who place a low priority on proper lighting.

Hertz talked with film maker and photo-biologist John Ott, who helped develop the Vita-Lite and he says the new fluorescents aren't enough — employers should install plastic instead of glass in windows, and employees should wear protective glasses.

Rogers and Touby indicate that while there is no consensus concerning the ultra-violet argument, there is more agreement about the more practical and pervasive problem of glare. They say almost all lighting experts place the blame squarely on builders who place a low priority on proper lighting, and on management who want to save on costs and therefore use the standard, economical light source configurations.

Experts warn that businessmen who are planning to remodel existing premises or move to a new location should be far more finicky in their choice of lighting. They should question what type of lighting they require rather than accepting the standard row-on-row arrangement planned without thought to tasks performed beneath them, say Rogers and Touby.

"Light is a mysterious thing," noted Luke Thorington, vice-president of the Duro-Test Corporation in the *Globe and Mail* article. The same natural light that fades a swim suit will burn your skin. He asks a disturbing question: What would happen to the world's plant and animal life if the sun were replaced by fluorescent lights. And would the same thing happen to people? lg

P.

Occupational health: the poor relation, Part I

by Joan Brown

Commenting on the sharp contrast between the substantial attention given to work accidents and the low priority accorded to occupational health, the Comité d'étude sur la salubrité dans l'industrie de l'amiante (The Beaudry Report) suggested that part of the reason was the subtle, slow and hidden nature of occupational illnesses. They are less sudden and less spectacular than work accidents. They rarely lead to immediate death, and do not expose anyone in the workplace to the sight of blood.

This lack of a sense of urgency about occupational health issues has both resulted from and contributed to the low priority given to the question by governments as well as by many of the departments and agencies responsible for safeguarding the health and safety of workers. Ignorance of the extent of the problem produced neglect, and neglect in turn perpetuated the state of ignorance.

Given the plethora of agencies involved — workers' compensation boards, departments of labour, mines and health, to name only the main authorities — it might reasonably have been expected that between them they could have achieved an adequate capability to deal with the identification and prevention of occupational health hazards. An examination of the reports of commissions of inquiry and the annual reports of these departments and agencies prior to any reorganization of health and safety functions (1972 in Saskatchewan, 1975 Alberta, 1976-77 Manitoba, Ontario and New Brunswick) shows that this has not been achieved.

With few exceptions, workers' compensation boards gave their top priority to accident prevention. This included not only the boards whose preventive functions were purely educational, but also the majority of the seven boards which had regulatory functions. While some of the boards did develop co-operative arrangements with health departments, the British Columbia board stands out as the only one to establish its own occupational health capability and to pursue a substantial program in this area over a number of years.

Part of the reason for the low priority accorded to occupational health is the subtle, slow and hidden nature of occupational illnesses

In the same period, four of the provincial departments of labour had regulatory authority for occupational health and safety (Quebec, Nova Scotia, Ontario, New Brunswick). Like the boards, their priority was accident prevention. Occupational health received secondary attention, and programs were very limited. The role of five other provincial labour departments was restricted to a narrow (though important) range of technical services in relation to buildings and installations such as boilers, elevators, electrical, gas and oil systems. The tenth, British Columbia, had some health and safety responsibilities, and while its main attention was given to questions of heating, lighting, washrooms and other basic facilities, its reports do show an awareness of occupational health issues such as noise and toxic chemicals.

At the federal level, Labour Canada, which is both a workers' compensation board and a regulatory agency under the Canada Labour Safety Code, started out with the customary bias toward accident prevention. For occupational health matters it relied heavily on Health and Welfare Canada. However, in 1974, Labour Canada established a hazard evaluation section, and since then has been developing its own expertise in occupational health.

The departments of mines (or natural resources) have generally made a better showing than either the WCBs or the labour departments and, although they too emphasized accident prevention, the importance of occupational health was at least acknowledged. However, as far as can be judged from their annual reports (many of which are models of non-information on health and safety), they frequently relied on other agencies, rather than their own resources, in dealing with occupational health matters.

In the past, it was probably assumed that the failure of most of the regulatory agencies to develop their own expertise in occupational health was offset by the availability of industrial hygiene or occupational health

divisions in departments of health. However, once the spotlight was turned on to these departments, very severe limitations were revealed.

To begin with, the health departments of Prince Edward Island, the Yukon and Northwest Territories have no specialized activities in occupational health other than those related to radiation-emitting devices. New Brunswick's health department lists the control of health hazards at work as part of its public health responsibilities, but in fact, at least as of late 1977 it had no specialist staff for occupational health and had developed no special programs.

Occupational illnesses are less sudden and less spectacular than work accidents

Newfoundland appointed a director of occupational health (its sole staff) only in 1975, though to give the health department its due, it had been endeavouring to convince the government of the necessity for an occupational health division for several years prior to that. It was also using its public health powers to investigate occupational health problems and calling Health and Welfare Canada to assist from time to time. In Nova Scotia the public health department's division on occupational health was established in 1974 after a three-year study financed through a national health grant, while in British Columbia the department concentrated mainly on radiation protection and the provision of an occupational medical service for government employees.

The existence of an occupational health division, even a long-standing one, does not necessarily mean that it has been given adequate resources to do its job. Indeed, the contrary has usually been the case. Preventive services of all kinds rate a low priority in health budgets. Statistics Canada figures on provincial expenditure from 1970-73 show that expenditure on preventive health services as a proportion of all provincial health expenditure averaged between 2.7 per cent and 3.7 per cent. In 1972-73, taken province by province, it varied from a low of 0.5 per cent to a high of 7.2 per cent. Since that time some provinces have upgraded the position of preventive services, but sickness-oriented services still dominate the budgets. Within this under-financed activity, occupational health has tended to be a poor relation. This has been evidenced in inadequate budget allocations, poor staffing levels, and a low level of priority in departmental development. The 1975 Alberta industrial health and safety commission (the Gale Report), writing of one of the best of the provincial occupational health divisions, expressed concern "with the present apparent lack of overall priority, direction and support given to the division in this very large department as well as with the obviously inadequate budget the division has been assigned."

In Quebec the occupational health service has led a rather gypsy existence, attached successively to the ministère de la santé, the service de protection de l'environnement, and the ministère des affaires sociales; and to complicate matters, the transfer of services between these departments has not always been complete. Indeed, the Beaudry Report described the service provided under the first two authorities as "negligible," due to lack of resources. Moreover, according to Beaudry, the transfer of responsibility to the department of community health in affaires sociales did not greatly improve matters.

Occupational health has tended to be a poor relation

Occupational health was only one of many preventive tasks given to community health, and it was not given high priority. No personnel had been specifically designated for the program, and there was an absence of support and professional expertise in occupational health in the ministère des affaires sociales in Quebec City. The Ontario Royal Commission on the Health and Safety of Workers in Mines (the Ham Report) was also highly critical of the level of priority given to the Ontario occupational health protection branch in the ministry of health. The branch (the report said) "has conducted critically important studies with inadequate resources and has been forced to work in a crisis-to-crisis atmosphere." Moreover, though criticisms as blunt as these are not available on the other provinces or on Health and Welfare Canada, the evidence of their annual reports suggests that their occupational health divisions suffered from the same low priority ratings.

The low status of occupational health within the health delivery system is also reflected in the medical and health education system. Even if departments and boards had accepted the need for significant staff increases, the severe shortage of personnel trained for occupational health would still have presented a serious obstacle to expansion. Qualified staff of all kinds, industrial hygienists, occupational health physicians and nurses, audiometrists and others are in chronically short supply, difficult to recruit and difficult to replace.

Some of the provincial occupational health agencies, notably the Alberta division of industrial health

services and the British Columbia workers' compensation board have been trying to draw attention to this problem for many years. The Alberta division's 1970 annual report pointed out that the only formal attempt to satisfy the needs of industry for occupational health physicians was "through a total of 12 hours of instruction annually to second and final year medical students at the University of Alberta." It was also concerned about the shortage of occupational health nurses and worked to establish the first Canadian certificate course for such staff in 1974.

The British Columbia board drew attention in its 1973 report to the fact that "the occupational health field faces a growing national shortage of qualified industrial hygienists, and no educational facilities exist in Canada where these specialists may be trained." It presented a brief to government proposing the establishment of an occupational health training centre. At the same time it provided training for the audiometric technicians needed for its noise control program.

Jim Lotz (writing in the April 1976 *Science Forum*) reported that the Nova Scotia occupational health division was concerned that Dalhousie University was providing only six hours of instruction in occupational health to its medical students.

Even where training does exist, as it does for audiometry, the number of qualified persons produced is still not keeping up with the increase in demand now that noise-caused deafness has been recognized as a serious problem in industry. In Quebec, in 1974 for example, a new regulation required employers in industrial establishments to ensure annual hearing tests for employees exposed to noise. L'association de sécurité des industriels forestiers

The severe shortage of personnel trained for occupational health has presented a serious obstacle to expansion

du Québec inc. (an employer safety association) protested the rule, not on principle, but because the shortage and maldistribution of specialist staff and facilities made it impossible to carry out (annual report 1975).

In spite of these and other expressions of serious concern, Canada still has no recognized specialties for occupational health personnel, and with the exception of some new programs for occupational health nurses and audiometric training, also has no training facilities. Health and Welfare Canada, reporting these facts in 1977 (in *Occupational Health in Canada — Current Status*) said that "those who practise in this field generally have learned from experience; a relatively small number have received training or specialist credentials in the United States or the United Kingdom."

The effectiveness of the occupational health divisions has been further handicapped by weak or non-existent legislative authority. Usually divisions have had to await requests for their services and/or have lacked the power to enforce healthy working conditions.

An early attempt by the Nova Scotia department of public health to develop an occupational health division, including a modern laboratory, failed because, according to its 1970 annual report, "little use was made of the division by industry, and the laboratory was closed and the personnel went to other divisions." In 1975, a year after the division had been re-established, it complained that its lack of any authoritative legislation or formalized procedures forced it "to continue operating as in previous years on the basis of invitations from industry or occupational groups; formal requests for assistance from regulatory groups in other government agencies." (1975 annual report)

In Quebec, the Beaudry inquiry found that the division of community health existed only by regulation, and there was no law to designate the functions and authority of the occupational health service. The extent of the service depended on internal departmental decisions and on referrals from other departments. When it acted, it had only limited power to command the co-operation of industry.

The occupational health field faces a growing national shortage of qualified industrial hygienists, and no educational facilities exist in Canada where these specialists may be trained

The Ham Commission found the Ontario occupational health protection branch had similar difficulties. It had no defined access to workplaces in mines under the Mining Act, and therefore "had no basis for taking independent initiative on problems of health and safety arising there." Its access to other industrial establishments relied on referrals from the Ministry of Labour under the Industrial Safety Act. The health ministry did endeavour to iron out some of these problems by developing an accord with the other ministries which recognized the Ministry of Health as having an overall authority on occupational health matters. However, in spite of this the Ham Commission identified jurisdictional problems and the "undesirably restricted role" of the occupational health protection branch as one of the matters

Toronto Star Syndicate

"To make the bait as natural as possible, I usually coat it with industrial waste."

requiring reform if workers' health was to be adequately protected. The unions also found the Ontario system frustrating. While in many provinces unions could seek assistance direct from the health department, in Ontario problems had to be referred through the departments of labour or natural resources in what the Ontario Federation of Labour described in 1975 as a "cumbersome and lengthy" procedure.

The health departments of Saskatchewan (to 1972), Manitoba, Newfoundland, as well as Health and Welfare Canada operated largely on a consultative basis for other departments. Alberta, after struggling with "the problems and difficulties experienced in persuading individual industries to take action in respect of proven health hazards" (1968 annual report), had its position improved in 1972 through public health regulations. Even so, it was handicapped by insufficient inspectors for follow-up.

A service which is based on referrals depends a good deal on the ability of the referring agencies to spot problems; however, the orientation of many of the regulatory agencies toward accident prevention and their relative lack of in-house expertise in occupational health, tended to reduce their value as referral agencies. Robert Sass, director of the Saskatchewan occupational health and safety division, pointed out to a CLC conference in 1975 (reported in *Canadian Labour*, December 1975) that in his province prior to 1972 the inspectors were neither trained nor authorized to assess or evaluate health risks not specifically covered in the regulations. The Gale report also expressed doubt about the ability of WCB inspectors in Alberta to recognize newly emerging health hazards.

The numbers of qualified persons produced are not keeping up with the increase in demand

Beaudry heard evidence in Quebec that when an inspector from the ministère du travail et de la main-d'oeuvre made a "personal observation" concerning the possible existence of a health hazard, he could make a referral to the department responsible for occupational health. However, Beaudry noted the lack of technical resources and departmental expertise in occupational health in the labour department, and was not surprised to find that very few referrals had been made in the previous decade.

In most provinces, unions and industry could also refer problems so that between the various types of referring agencies there was no shortage of problems for the divisions to deal with. However, they were too frequently placed in the position of reacting to specific problems in individual plants or industry groups and, because of their inadequate resources, could not easily develop long-term preventive programs.

At the federal level, Health and Welfare Canada's programs also suffered from being referral-based and under-financed. Where the occupational health service had direct authority (radiation protection, aerospace medicine, public service health), fairly well developed programs emerged over a period of years. In other areas it has had to operate in a more hit and miss fashion — responding to a wide variety of requests from provincial and territorial governments, undertaking whatever research its limited funds would allow, involving its staff in committees where its expertise might be of use, developing some guidelines for exposure standards, providing international liaison, and so on. Much important work has been done, but the departmental reports give no impression of a coherent well-planned program, and the department did not develop the kind of leadership role which was badly needed in Canada.

he occupational health programs rovided by the health depart- ients and some of the other egulatory agencies can be broadly ivided into four categories: rograms of primary prevention, rograms aimed at early diagnosis, etrospective studies, and special rograms for employees of govern- ient. Only to a limited extent did ese programs represent an dequate capability to deal with e identification and prevention of ccupational health hazards.

Occupational health divisions have been handicapped by weak or non-existent legislative authority...and have lacked the power to enforce healthy working conditions

ublic service health programs did ave a preventive element in that ey sought to correct adverse onditions in the workplace, but in e main they were (and are) treat- ent-oriented, emphasizing edical examinations, first-aid and ounselling for alcoholism and ther personal problems likely to ave an adverse effect on work.

he retrospective programs xamine the mortality and morbi- ity rates of certain occupational roups, and try to identify any ccupational cause and how this ay be overcome. Studies of this ind were aptly and rightly stigma- ized by a speaker from the floor of 1976 occupational health and afety conference as "counting he number of graves in the grave- ard" and by others as being more oncerned with establishing riteria for workers' compensation han with preventive activity. ertainly, some of the studies ave been strongly linked with the eed to determine the scope for ompensation. Epidemiological tudies by nature are based on omething which has already hap- ened, and thus are not in the category of front-line prevention. However, they do have an important part to play in preventing occupational illness in the future.

Typical early diagnosis programs are those which provide pre-employment and periodic medical examinations for workers in industries recognized as hazardous. For the most part they can be compared to medical examinations in the army to ensure the soldier is fit for duty in the battle zone. They ensure he goes into battle healthy and whole, but they give no guarantee that he will come out in the same condition. They cannot prevent occupational illness (except by excluding from work those regarded as particularly susceptible), but aim to reduce its severity by catching the disease at the earliest possible stage. They also serve to create an awareness of certain hazards and the need to institute control.

Even for what they claim to do they are not foolproof. The Science Council of Canada, summarizing its studies of six hazards (asbestos, lead, radiation, mercury, oxides of nitrogen and vinyl chloride) said in its report *Policies and Poisons*:

Identification of populations exposed to hazards and thereby at risk has been incomplete. Monitoring the physiological indicators of deleterious effects has been generally neglected. Systematic follow-up of persons previously exposed is lacking.

Discussing primary preventive programs in its 1968 annual report, the Alberta Division of Industrial Health Services suggested that it ought to be possible "to eliminate anticipated hazards by action at the planning stage rather than attempt to cope with them by near panic activity when the hazard is established and the health of the worker has been seriously

The capacity of the occupational health programs to anticipate hazards is still very limited, and the progress in establishing standards for hazard exposure has been slow

affected." In fact, the capacity of the occupational health programs to anticipate hazards is still very limited, and progress in establishing standards for hazard exposure has been slow. While some of the occupational health divisions have been trying to develop systematic programs on certain hazards such as noise, lead, asbestos, grain dust, mercury and silica dust, much of the primary preventive activity is still operated on a plant-by-plant basis, as and when hazards are identified. This bush fire approach, while essential for the workers immediately at risk, has inevitably diverted resources which might otherwise have been devoted to hazard anticipation.

This very brief summary of the programs of the occupational health divisions outlines a great deal of hard and often effective work, but taken together these programs did not add up to a coherent, consistent and aggressive attack on the problems of occupational health in Canada. With the resources and status they were given and by running as fast as they could, the best the occupational health divisions could hope to do was to make some inroad into the incidence of known hazards. lg

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Gérard Docquier: a profile

by Jack Williams

Gérard Docquier is a name little known on the national labour scene, but one that is quickly coming to the fore. As national director of Canada's largest industrial union, the 185,000-member United Steelworkers, and a general vice-president of the Canadian Labour Congress, he is a man to be reckoned with.

Elected to that position early last year he succeeded William Mahoney who had come to be regarded as one of the country's outstanding labour leaders.

Docquier was born in Gosnes, Belgium, in 1929 and came to Canada at the age of 21. Trained as a white-collar worker, he spent the first 18 months in this country in a fruitless search for a job. Finally he found employment as a labourer in a St. Jean, Quebec, factory, and it was there that he came in contact with the United Steelworkers.

It was no casual relationship. There was discontent among the workers and a suspicion that some of the union officers were in collusion with management. There was a move to change unions. Dqcquier thought then, as he does now, that this is a futile course, serving mainly to divide the workers. He found himself one of the leaders of the faction that favoured cleaning up the situation within the local. He was chosen to look into the union's finances and within a year of becoming a member was treasurer of the local. Two years later he became president. He was soon involved in union affairs in the area and so attracted the attention of Steelworker officials. In 1959 he was made a staff representative and in 1965 became assistant to the district director. In that position he earned a reputation as a highly capable administrator and gained broad experience that will no doubt be useful in his present office.

Docquier is a big man physically, but with a warm personality that places him far from the domineering type. His conversation is a blend of homespun philosophy with an innate political sense, something essential for office in a union as highly politicized as the Steelworkers. He speaks with deliberation and does not mind hesitating to think out the answer to a question. What results is something more than a collection of glib phrases.

The tasks he faces are considerable. About 15 per cent of the union's membership is experiencing layoffs. The union and Docquier have been highly vocal about the situation in Sudbury; but it is perhaps typical of him that he is equally concerned about the plight of workers in smaller layoffs which attract little public attention. He cites Peterborough, Ont., as an example.

But as far as the basic steel industry as a whole is concerned he is optimistic:

"Too many workers are too concerned about keeping their jobs to worry about whether they really like them"

"Our steel industry is in good shape, and this is a very rare exception in the western world. If you want to go to the United States you will find it is the steel industry that is hardest hit. In most European countries — Sweden is an exception — conditions are terrible. It's the same in Japan. But not in Canada."

He attributes this to several reasons. There continues to be a good market for steel in the automobile industry, and, despite recession conditions, there is growth in other areas. He places foremost emphasis, however, on the industry's care in maintaining plants at an efficient level.

"Money has been invested to keep our industry at a level of production with technology second to none," he says. "I think we can be compared with the Japanese and the Germans. And on top of that, Canadian steelworkers are the best anywhere."

The one exception he makes in his comments about facilities is the Sydney, N.S., steel mill. This he attributes to previous private ownership allowing the plant to run down, despite favourable conditions in location and work force.

Conditions prevailing in the steel industry will inevitably have an effect on collective bargaining policies in the post-control period, Docquier says, adding a conviction

Docquier...a warm personality keenly sensitive to the language problem

that Canadian workers will be reasonable in their demands:

"Workers are not inclined to put themselves out of work. They don't want to put a company out of business because goods can be produced cheaper abroad. That is not true. The Japanese have production costs that are not far away from ours. The Belgians, the Germans and the French are paying as good wages as we do.

"But don't forget the Anti-Inflation Board did not control prices, though it exercised full control over wages. Workers who found themselves locked in by AIB controls and forced to sign bad contracts will of course try to bridge the gap. In the steel industry which is in such good shape our demands may seem high. But, I say again, we are not going to be unreasonable."

In the United States the United Steelworkers have given high priority to the establishment of a degree of lifetime job security. In Canada no firm decision has been reached on such policies.

Docquier explains:

"Our people are interested, particularly because of the heavy layoffs; but it is the members who will decide our bargaining objectives. We are pushing into new areas. There are many areas in which we still have tremendous progress to make."

One of these is industrial democracy, which Docquier regards as one of his preoccupations.

"Most of the corporation people who talk about the quality of life at work are really concerned about such matters as declining profits, productivity or absenteeism. They are not primarily concerned with the worker. I am. If productivity is raised and if absenteeism is cured because we are able to establish a better quality of life, so much the better. But what I'm really worried about is the people who have to sweat eight hours a day in a foundry or go down 6,000 feet underground to make a living.

"It is not pleasant to do these jobs. I spent a year in a plant pushing a wheelbarrow full of tar. I did it because I needed the money, not because I liked it. I didn't like it a bit. And the man who followed me didn't like it either. And the man who replaced him doesn't like it any more than we did.

"The first need is jobs. The next is organization and bargaining. Too many workers are too concerned about keeping their jobs to worry about whether they really like them. But there can be some satisfaction that doesn't come from the job, but from what the job enables the worker to do off the job."

Docquier says he has noticed increased attention directed by governments toward improving the quality of working life:

"I am not complaining, I am very pleased that they are showing this interest. But we have a tendency, and it exists in unions as well as in governments and other organizations, to operate from the top down. This may provide some relief for a time; but it is not right to think you can simply tell people on the shop floor what is good for them."

He also has opinions on the extension of the principles of industrial democracy from the shop floor to higher levels of decision making. He supports, in general terms, the tripartism suggestions advanced by the

Canadian Labour Congress at its 1976 convention, though he suggests the policy is in need of some clarification. He points out that various forms of tripartism are operative in Europe with some degree of success and suggests the Swedish system comes closest to what is needed in Canada.

"In Canada we have our own system of union democracy," Docquier says. "It is not, of course, accessible to the same number of workers as in Europe simply because we do not have as many people in unions. In Sweden about 95 per cent of the people are organized. In Belgium the steel industry is about 85 or 90 per cent organized. In Germany it is a very high percentage; and while in France it is about the same as here, they have a much stronger political voice than we do.

"We are practising industrial democracy at the plant level. Bargaining is the active form of industrial democracy. When we push for more rights for workers to deal with their safety and health problems we are pushing for more industrial democracy. Governments will have to pass legislation to strengthen that kind of power in the plant, and management will have to accept it.

"The reaction of our people toward industrial democracy at a higher level is very simple. They now control bargaining which deals with their day-to-day problems, their income and job security, their health and so on. They are in close touch with these problems, but they fear that people who are far away from them will decide these matters. That is the most serious obstacle to a higher level of industrial democracy in Canada. Rightly or wrongly — and more rightly than wrongly — workers believe governments are more inclined to protect the interests of corporations than they are to protect the interests of the workers.

"I think we have to try to maintain the kind of industrial democracy we now have at the plant level and at the same time gain more say at higher levels of decision making."

"...we have to try to maintain the kind of industrial democracy we now have at the plant level and...gain more say at higher levels of decision making"

In a recent statement Docquier put the objective in these words:

"It is not that we want to take the entire responsibility for economic decisions that affect us. What we want is merely to be heard. We need to have some control or some say over our future; not perhaps in the way of the presently popular concept of workers' control, but an input so that we will not have to face more Sudburys in the future."*

But Docquier's concerns about the labour movement extend beyond the economic sphere. During his lengthy residence in Quebec, bevore moving to the Steelworkers' national headquarters in Toronto last year, he was involved in a multitude of community activities. Among them: founding president of the St. Jean Housing Co-operative and Credit Union; a founding director of the St. Jean section of the Canadian Mental Health Association, and a member of the Town Planning Committee. He directed the expansion of his union's educational activities in Quebec and took leadership positions on labour committees concerned with housing, health and safety.

As the father of four children he has a very personal interest in education, and he has some firm views:

"I think there is too much specialization too early in our education system today. We need people with a very good general educational base in order to prepare them for job changes. Most of the young people of today will not be in the same job all their lives. We should try to ease the transitions they are going to face.

"The union has a responsibility to make its views known. We have experience in facing these problems. Big announcements from governments about retraining programs are all very well; but when the purpose of the government and the programs is just to keep people busy then that is wrong. We have members in Sydney who have been retrained for four, five and six jobs; but there are no jobs. They are sick and tired of retraining. If training is just some kind of social welfare then I totally disagree with it."

The matter of Quebec and Confederation is naturally of close personal interest to Docquier. The United Steelworkers' Union has officially taken a position recognizing the right of Quebec people to determine their own future, while at the same time expressing the union's ardent hope that Quebec will remain part of Canada.

In a presentation on behalf of the union to the Task Force on Canadian Unity Docquier urged that discussions be moved from a negative confrontation to a positive quest for national purpose, explaining:

*Inco announced in 1977 that it would be laying off 2,200 employees in Sudbury this year. In February 1978, however, the company announced that it would be laying off only 1,661 persons.

Confederation is not an end, but means to an end — or at least it should be. 'National unity' is a meaningless platitude if it is not meant to accomplish something....

We cannot simply tell people in Quebec that they cannot do better on their own. They have to be shown that we can all do better together."

His own experience has made him keenly sensitive to the language problem.

"When I first went to work in a plant in Quebec I asked for a copy of the collective agreement," he says. "It was in English, no French at all. Yet out of 250 employees only one was English. We had to process everything in English. Even our union bargaining was in English. We had to wait ten years for a change. That is why we had a hard time and some nationalistic groups had success against international unions.

"Confederation is not an end, but a means to an end... 'National unity' is a meaningless platitude if it is not meant to accomplish something..."

"To be unfairly treated by a minority of dominating English has not helped the situation. Some English people reacted quickly and adjusted; but some never will, and some will never try. Here you have six million people in one precise area, one province, with their own language and their own culture. Latins are different from Anglo-Saxons, even though Quebecers are North Americans. The Anglo-Saxon way of doing things is not necessarily the way of the Quebec people.

"The language, the culture and the ability of Quebecers to do things their own way are the major reasons for this upsurge of independence, and it is particularly dominant among the young people."

Docquier has his differences with the Parti Quebecois, apart from the fundamental disagreement on national unity. Politically Docquier supports the New Democratic Party. He worked as an election organizer for the party in the 1960s and in 1968 ran unsuccessfully as NDP candidate in his own riding. He regards the terms of Bill 101, Quebec's language bill, as too restrictive, but he attributes this to the delays and frustrations experienced by Francophones.

"The French people were fearful of losing ground as far as their language was concerned, and a strong law was needed," he explains. "I believe that in five or six years people in Quebec will ask, not that English be made the official language, but that there be more and better English courses. Quebecers want to be bilingual, they don't want to live in a ghetto."

He cites the case of his native Belgium and its language problems. In a visit to the Flemish part of the country last year he found international corporations quite prepared to function entirely in the Flemish language.

"It is no different for companies that have plants there to adopt the language and recognize the law of the country than it is for plants in Quebec," he says. "Why is it that here it is such a problem. I don't understand."

But Gérard Docquier remains an optimist. Is it too late as far as Quebec is concerned? "It is never too late," he says. lg

Firm views on education

Jack Williams is a former director of public relations for the Canadian Labour Congress.

Economic Council of Canada Study

Some aspects of labour relations in Quebec's construction industry

Two major elements distinguish labour relations in the Quebec construction industry from those in other jurisdictions in North America: industry-wide bargaining and government intervention. Collective agreements are applied to the entire industry through orders-in-council, with a government agency (Office de la Construction du Québec, or OCQ) doing the applying.

In *Labour Relations in the Quebec Construction Industry (Part 1: The System of Labour Relations),* a study prepared for the Economic Council of Canada by **Gerard Hebert,** a professor at the School of Industrial Relations at the University of Montreal, the benefits and disadvantages of this structure are discussed in exhaustive detail. The history of labour relations in the Quebec construction industry since 1935 has often been turbulent, involving jurisdictional disputes which sometimes resulted in violence, as well as the usual confrontations over working conditions. Professor Hebert is unstinting in his detailed description of the growth of the present system, covering 172 pages in his study.

But he makes his major point at the beginning: "All the evidence indicates that the Quebec construction industry is caught up in a gradual movement toward centralization, with government intervention becoming increasingly frequent and far-reaching. In some respects, the construction industry seems in danger of falling, as far as labour relations are concerned, under permanent trusteeship in the near future."

Would that be for the benefit of the construction workers? Hebert leaves the answer to later studies (Parts II and III). Meanwhile, he outlines these points.

Since the Cliche Commission reported, the law has required a secret ballot for all important union decisions (election of directors, dues, collective agreements, strikes), the right to dissent without reprisal, and the right of access to information on the union's financial status.

"...the construction industry seems in danger of falling, as far as labour relations are concerned, under permanent trusteeship in the near future"

An employee has freedom to vote by secret ballot for the union of his choice, the vote being organized by the OCQ. The period of recruiting (or raiding) is limited to one month, and this recruiting is banned from the work site.

Since 1973, a representative association has engaged in collective bargaining; this association is one whose jurisdiction covered the entire province for all trades and occupations in the construction industry. The association, which represents a majority of construction workers, is certified by the OCQ. As far as the law is concerned, the individual trade unions disappear, becoming only components of the province-wide association.

The employers are similarly organized in a single management association "that is compulsory and charged with carrying out labour relations and bargaining."

The Quebec Federation of Labour unions, having the largest membership of any group, form a majority in practice.

If, following collective bargaining negotiations, an agreement between the employees' and employers' associations is reached, well and good. But "if the parties cannot reach agreement...the matter is automatically submitted to the (OCQ) and...its decision is final. The tendency has been to let matters go to the OCQ for decision. Bargainers on both sides of the table can then tell their membership the government, not they, is to blame for the result.

The purpose has been to ensure stability in the construction industry. But as Hebert points out, under the present system "the parties' greatest incentive for making the necessary concessions to reach agreement during negotiations is removed; this in turn

nvites increasingly frequent and extensive government intervention." Everything is covered: vages, jurisdiction, vacations, ensions, safety, apprenticeship.

The system has brought benefits. t has removed regional disparities o a considerable degree, so that vorkers in the lowest-paid regions re not far below those in the ighest paid, which means the Montreal region. For some time ow, it has ended the violence ttending jurisdictional disputes. et there are disadvantages.

"In practice," says Hebert, "the principle of majority rule gives all power to one central labour body. This poses a serious problem with respect to freedom of association and the free choice of one's union. Once the membership vote is over, the minority unions have only the right of speech as do any other organizations, even those without links to the industry; their power is limited to persuasion only.

"Some even maintain that these other groups should disappear in the same way as after a union certification vote in a shop. On the other hand, it is difficult to defend a union monopoly over the entire province and construction industry; it does not sufficiently respect

"giving all power to one central labour body...poses a serious problem with respect to freedom of association and the free choice of one's union"

the free choice of a large number of workers and the variety of options of different groups in different areas.

"Of course, union pluralism had brought on a series of successive impasses. This problem was solved by creating another problem, and it is hard to say whether the latter is more serious than the former."

How much stability has industry-wide bargaining brought? Professor Hebert compares the strike picture in Quebec with Ontario's. From 1935 to 1960, there were fewer strikes in Quebec than in Ontario, and much less time lost to Quebec workers. In Ontario, "the construction industry continually experienced losses in working days three, four, or five times greater than those in Quebec." Yet Ontario had only 50 per cent more population, and 70 per cent more construction than Quebec.

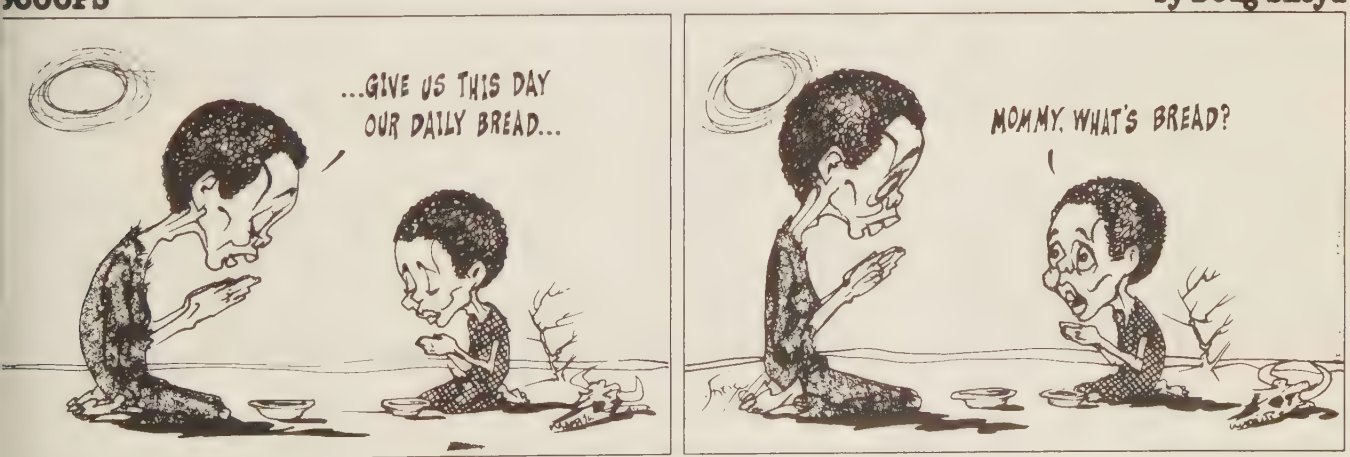
"Since 1970, the proportions have completely reversed. The total number of man-days lost is now greater in Quebec than in Ontario. The number of disputes remains less in Quebec, but the number of workers involved in each is so large that the total losses are greater.... In 1974, the cost-of-living battle caused the loss of over 500,000 working days affecting close to 100,000 workers."

The new structure "has resulted in more stoppages of an infinitely more serious nature than during the 35 years of the preceding system. Given the social climate which is more favorable for protest, the very system...with its high degree of centralization and very rigid structure, is perhaps not unrelated to the repetition of major disputes practically every year since 1970."

In other words, a global solution invites a global disaster.

Still, no system is forever. It may be that the present structure will be modified. There could develop a return to bargaining by trades in some fields, while retaining multi-trade bargaining in others. But province-wide bargaining is likely to continue.

SCOOPS **by Doug Sneyd**



"In the area of bargaining, despite the divisive forces that are ever-present," Hebert notes, "multi-trade province-wide bargaining appears to be established for a long time to come, even though it still looks somewhat fragile. One central labour body, the QFL-Construction, has acquired enough representative power to expel its rivals from the bargaining table. It carried off single-handedly the 1976 negotiations.

"At the same time, however, internal division did reappear. Is this the result of a more democratic leadership at the head of the Building Trades Council? The different building and construction trades, some even more than others, have such opposite characteristics and divergent interests that unity is continuously endangered.

The efficiency sought through centralization and government intervention has reduced participation by rank-and-file workers

"Highly specialized tradesmen, like the elevator mechanics, will always have a better advantage in going their own way; to date, their integration into the system has been more apparent than real. The so-called mechanical trades will also be tempted by the argument that they could gain more from separate bargaining.

"A plausible hypothesis would be that of bargaining by groups of trades, or even by trades. But there are also common interests: social benefits, union security, increased bargaining power, and greater continuity of employment because repeated trade-by-trade strikes are avoided.

The new structure "has resulted in more stoppages of an infinitely more serious nature than during the 35 years of the preceding system"

"Tradition and the law add their weight to the advantages of centralization. They may be tempered to meet the divergence of interests in each trade by a two-tier bargaining with a central table for the common problems and sector tables for each trade or group of trades."

Where social concerns are involved, there is no doubt that the centralized system has advantages. The pension plan in the Quebec construction industry, centrally administered, has already accumulated a very large sum. Such a plan, Hebert points out, "could never be founded on the ups and downs of fragmented collective bargaining and the whims and moods of the contracting parties." With the OCQ collecting premiums from employees and employers, and the plan administered on a province-wide, multi-trade basis, it becomes a workable pension program.

Yet the administration of the construction industry has become a legislative maze. The government agency passes decrees, which have the force of law, to settle disputes. "Since 1968, the National Assembly of Quebec has passed 19 Acts — an average of more than two a year — directly affecting labour relations in the construction industry... As for the orders in council, there are over 100 of them, minutely regulating working conditions, work permits, the scope of the Act, the vocational qualification of employees and contractors, the union membership vote, safety on construction sites, levy, and various other aspects. Obviously, some of these orders are no longer in force, but at least 40 still remain in force."

This is government intervention with a vengeance. And there have also been "the various interventions during the bargaining rounds. Since the establishment of province-wide bargaining in 1970, no round of talks has ended in the normal signature of a collective agreement by the parties, except perhaps in 1976."

Professor Hebert defines the dilemma succinctly: efficiency or participation. The efficiency sought through centralization and government intervention has reduced participation by rank-and-file workers. Collective bargaining has become a remote process. Hebert doesn't see an easy solution: "It appears that one must choose between an efficient system with minute regulation and omnipresent enforcement, and a system where groups and individuals truly have an active role to play but where they must accept disparities and a fairly high degree of inefficiency. It does not seem possible to have both advantages at the same time."

Perhaps the two-tier system of bargaining, suggested earlier by Professor Hebert, would be a reasonable compromise. lg

Ben Malkin

McMaster University seminar

Some views on affirmative-action programs

"Affirmative-action programs for minorities and women in Canada" – a panel discussion at McMaster University, Hamilton, on January 31 — shed light on the complexities of a human rights issue that is a ticking time bomb in the country's plants and offices. Little understood now, the campaign to do away with employment and pay discrimination against women and minority groups is gaining momentum, spurred by civil liberties and women's rights organizations, by some labour leaders and politicians.

The four panelists — Ms. Rita Cadieux, deputy chairman of the Canadian Human Rights Commission; Ms. Marnie Clarke, director of the Women's Bureau of the Ontario Ministry of Labour; W.A.M. Birt, general manager of employee relations for Shell Canada; and Ed Finn, public relations director of the Canadian Brotherhood of Railway, Transport and General Workers — were in general agreement that women and minorities are not being treated fairly in the work place. But Birt, whose company is regarded as one of the more enlightened in this matter, didn't agree with the other panelists that tougher anti-discrimination laws and more aggressive affirmative-action programs are necessary. He felt that most employers would voluntarily take steps to correct the unfair treatment of women and minorities, as Shell has done.

Clarke expressed this divergence of views most graphically, referring to it as a choice between simply opening more doors for women, or giving them a push through such newly opened doors.

"Encouragement is essential," she said. "Women have been exploited and conditioned for so long, confined to the more menial and low-paying jobs, that it's not enough just to make it possible for them to better themselves. They must be given positive inducements as well."

Cadieux echoed that viewpoint. She promised that the recently established Canadian Human Rights Commission, under chairman Gordon Fairweather, will give a high priority to encouraging — and if necessary compelling — the development of affirmative-action programs in industries under federal jurisdiction.

"The Human Rights Act," she pointed out, "gives the commission the authority to force employers to adopt affirmative-action methods, where discrimination has been clearly proved. We would prefer to use persuasion to correct mistreatment of women, native Indians, immigrants and other minorities, but we will use our statutory powers if they are required as a last resort."

"We would prefer to use persuasion...but we will use our statutory powers if they are required as a last resort"

She deplored both the inadequacy of affirmative-action programs already launched, and the adverse reaction they have triggered among some members of the privileged majority.

"Some people in authority," she said, "seem to feel threatened by even very modest attempts to change the status quo so as to give women and minorities a better deal."

She discounted the charge that affirmative action involves a form of "reverse discrimination" against the majority.

"All that our commission will seek to do is redress wrongs and correct inequities," she declared. "We will reject any complaint against affirmative action if it is based on an objection in principle to the need for such special programs to eliminate long-standing discrimination in pay and employment."

Birt described Shell's policy of providing equal employment opportunities to all qualified people, regardless of race, sex or creed.

"Women are still not highly visible in Shell management," he admitted, "but their numbers are growing. We have two in our mid-management ranks, nine in junior management, and 107 in our technical and professional staff."

He cited two reasons for the slow progress. One is that the development of leadership takes time,

"The company's run by women — I'm their 'token' male."

particularly when the enrolment of women in engineering and the earth sciences in universities remains so low. The other is that many women are not prepared to commit themselves to the demands that a business career entails, such as travel and night and weekend work, which necessitates being away from their families.

"Shell's record in employing native people and other minorities is pretty good," he said. He mentioned the recruitment of Indians for the company's Peace River plant, and the development of other on-site programs to recruit native people in the North.

Finn emphasized the inadequacy of anti-discrimination laws in most of the provinces, and argued that both the laws themselves and their enforcement would have to be greatly improved before affirmative-action programs could be expanded and made more effective.

"To be fair," he said, "it should be noted that the new federal Human Rights Act is a big improvement over the previous legislation. But it still falls far short of the laws,

...both the laws themselves and their enforcement would have to be greatly improved before affirmative-action programs could be expanded and made more effective

programs and enforced mandatory requirements that characterize equal-pay and equal-rights policies in the United States."

He had praise for "the relatively few Canadian companies" that have voluntarily moved to break down job and pay barriers, such as Shell and Bell Canada, but argued that the majority of employers would have to be pressured into following their example.

"The unions, too," said Finn, "need some kind of 'legislative override' to help them change, broaden and merge their seniority lists, which sometimes act unintentionally to deny advancement to women and minorities."

He pointed out that the reliance on democratic procedures by unions can have the effect of perpetuating the interests of the majority. "A majority vote may be democratic," he said, "but it's not necessarily fair."

Finn, who presents his views on this subject in more detail in an article in the May issue of *The Labour Gazette,* chided unions as well as companies for giving only token support to the cause of pay and employment equality.

"We're great advocates of justice and equality of opportunity," he said, "as long as they remain abstract principles — as long as we're called upon to do nothing more than pass piously worded resolutions at conventions. Their achievement, however, will come only with the active commitment of many more Canadians to help this country practise what it preaches."

Clarke was more optimistic. She said that great strides have been made in the past few years in developing programs within departments and agencies of the Ontario government, 28 of which now have women's advisors.

"There's been a significant increase in training courses for women," she said, "and some real breakthroughs into areas where there were formerly no women."

ıe Women's Bureau she heads is ɔw working with hundreds of ɔmpanies and municipalities in ıe province, advising them on ɔw to improve their treatment of omen and minorities.

rof. Harish Jain, president of the amilton chapter of the Industrial elations Research Association, hich sponsored the discussion, aid that the big question was hether the ultimate objective ıould be to provide simply equal mployment opportunities, or qual representation.

ın other words," he said, "should e strive to have the representa- on of women and minorities in all nds and levels of employment

'We're great advocates of ustice and equality of oppor- unity...as long as they remain bstract principles..."

se to a point where it is consis- ent with their percentage of the opulation?"

he president of McMaster Univer- ity, Dr. A.N. Bourns, posed even ıore challenging questions in his ddress of welcome.

How do we define minorities?" e asked. "How do we measure ffirmative action programs or etermine how far they should go? an we defend the imposition of rbitrary quotas, telling employers ıey must hire so many women nd so many members of minority roups, as has been done in the nited States?"

le described a dilemma facing anadian universities, which have een pressured in appointing staff ɔ give preference to Canadians, nd now to give preference to omen.

It isn't undemocratic...to take measures to curtail privileges and unfair advantages that should never have been allowed to develop...

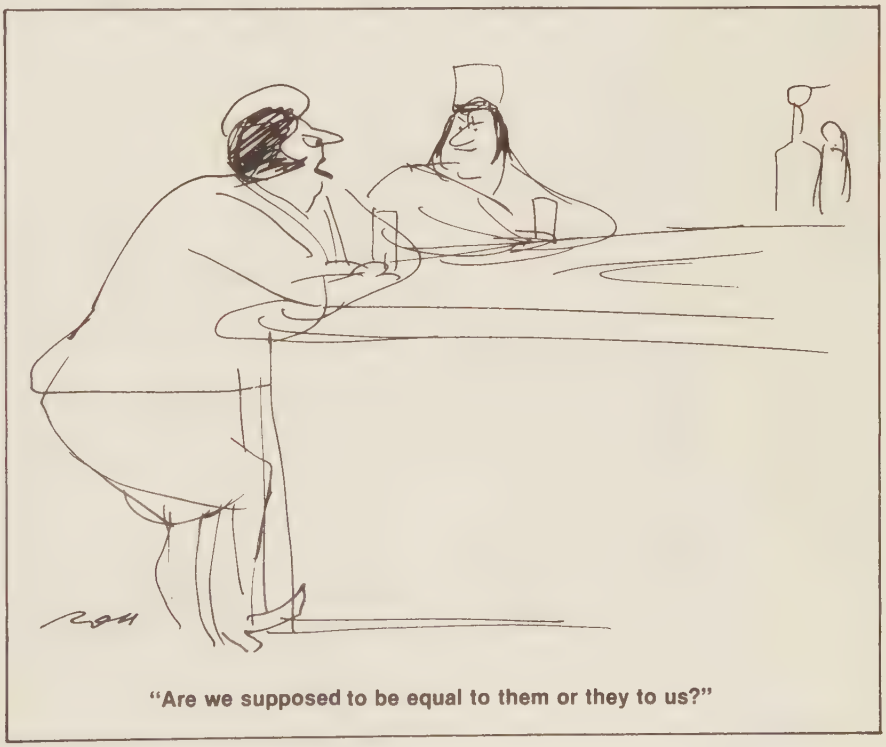
"If we have applications from a qualified male Canadian and a qualified foreign woman," he said, "who do we hire? To which goal should we give priority — nationalism or human rights?"

The panelists didn't attempt to come to grips with these questions, beyond admitting that there were no easy answers. They did, however, in the question-and-answer session that followed, refute claims from the audience that affirmative action programs were undemocratic, discriminated against the majority, and gave unqualified job-seekers preference over qualified ones.

It isn't undemocratic, they argued, to take measures to curtail privileges and unfair advantages that should never have been allowed to develop in the first place. They also stressed that affirmative action doesn't mean giving jobs to unqualified persons. It means that, between equally qualified applicants for jobs from which women and minorities have been barred, preference should now be given to the disadvantaged, to compensate for and correct past discrimination.

Like most debates on this controversial and emotionally charged issue, this one didn't produce any magic solutions. But it did impart some fresh insights, outlined the dimensions of the problem, and underlined the need for more public understanding of the basic principles involved.

One thing is certain. We'll be hearing a lot more about affirmative action and equal rights for women in the months and years ahead. lg



"Are we supposed to be equal to them or they to us?"

Ontario Ministry of Labour conference

Equal pay and equal opportunity — Part 1

by Christine Fisher

Any delegate who attended the Ontario Ministry of Labour's recent conference on equal pay and equal opportunity in search of reassurance that forthcoming Canadian legislation will rectify the imbalance between the status of men and women in the work force must have left with a heavy heart.

On January 16 and 17, 1978, the Ministry of Labour brought together speakers from Canada, Great Britain and the United States at the Royal York Hotel in Toronto to report on the results of equal pay and related legislation.

Chaired by Kay Sigurjonsson from the Federation of Women Teachers Association of Ontario, the conference opened with a paper from Marnie Clarke of the Ontario Women's Bureau which dealt with the enforcement status of present equal pay legislation, the equal value concept, suggestions for improving present legislation, as well as some options for future consideration.

Since the enactment of the Female Employees Fair Remuneration Act of 1951, changes have been made in the wording of this legislation which banned discrimination between male and female employees performing the same work; in 1975, the interpretation of equal pay for equal work was broadened to include work which is "substantially the same," and the Act now provides for the collection of back pay of up to $4,000 for each employee.

Nevertheless, Clarke pointed out, there are indications that male/female salary differentials both within and between occupational categories are growing. Clarke sees two major obstacles to the improvement of this situation; first the occupational distribution of women in the labour force: "Sixty-three point five per cent of all female workers are clustered in sales, service, and clerical areas, compared with 27.1 per cent of all males. These occupations have traditionally been undervalued and poorly paid.... Present legislation does not assist such women since there are few men in these occupations and, therefore, equal pay for substantially the same work does not apply."

Delegates were later to discover that neither Britain nor the United States has any solutions to offer to this problem.

The second major obstacle according to Clarke is the employees' fear that the filing of a complaint may lead to harassment, especially in the case of a lone complainant.

"Most of the successful equal pay cases have involved groups of women in a single category, which provides greater security for the individual employee," reported Clarke.

...there are indications that male/female salary differentials both within and between occupational categories, are growing

In Canada, equal-value legislation has been urged by civil rights groups, women's organizations, and by organized labour across the country, a fact which Clarke contrasted with the situation in the United States, "where there have been no strong pressures for changes in their equal pay legislation. In that country affirmative-action legislation covering all minorities was mainly the result of the demands of the civil rights movement, and women were included as only one of the minorities under the legislation." Moreover, as Clarke pointed out, "since racial tensions have not been as widespread or intense in Canada, the major demand for change has tended to be focused on the status of women."

When the section of the Canadian Human Rights Act dealing with equal pay for work of equal value comes into effect, the provinces, Clarke indicated, will be following its implementation with great interest.

The difficulties in the enforcement of equal pay for work of equal value are in many ways an extension of those being faced in the present equal-pay-for-equal-work legislation, Clarke said.

"Adequate enforcement of equal pay for substantially the same work also involves interference in

ıé market place, increased costs
governments and employers,
terference in collective
argaining, and possible labour
location problems. Thus, moving
wards equal value legislation is,
some extent, a matter of
egree, a further development
hose total impact is difficult to
redict. It would appear that the
ritical factors are the need for
xtensive job evaluation systems,
ffective guidelines for non-sexist
b evaluation plans, and an
dequate method to assess job
nalysis and evaluation systems.
his is the area which requires
esearch and a public education
rogram."

larke outlined three minor
hanges through which she feels
resent legislation could be
nproved:

First, a redefinition of what
onstitutes an 'establishment'
ould provide broader coverage.
he present definition of esta-
lishment covers only one specific
eographic location so that an
mployer with several establish-
nents need only respond to equal-
ay settlements in one branch of
ompany operations.

Another area where enforcement
ould be improved is the case
vhere a woman is hired to replace
man, assumes the same job
esponsibility but is paid less than
er male predecessor. A 'conse-
utive employment' clause could
over this specific problem.

A third area under consideration
s the right of appeal. Employers
ave a right to have a decision that
hey are guilty of violating the
qual-pay provisions reviewed by a
eferee. At present this privilege is
ot extended to the employees,
lthough they do have a right to an
nternal review by the Ministry if
he decision is that there was no
iolation. However, such sugges-

"Most of the successful equal-pay cases have involved groups of women in a single category, which provides greater security for the individual employee"

ted changes are certainly worth investigation by all jurisdictions to ensure that the present legislation is as effective as possible."

Amongst the options that Clarke put forward for future consideration was contract compliance, "a legislative measure designed to increase employment opportunities and advancement for female employees and other minorities in organizations tendering for government contracts. It is a relatively straightforward measure which can include clear guidelines covering specific requirements. Organizations could be required to file an affirmative action plan which would then be approved and monitored by a compliance agency.

"Such a measure could begin to change the occupational balance of the labour force through the planned establishment of goals and programs designed to hire women in all occupational categories and to increase the numbers of women in decision-making roles.

A further option suggested by Clarke was the development of tax incentives to encourage equal opportunities in the work force: "Tax rebates could be given to employers providing equal opportunities for male and female staff to participate in career-related training programs, including management seminars and conferences."

This suggestion evoked a vehement response from one delegate who proposed tax penalties for employers who fail to provide

"Wives have no right to strike, Matilda."

equal opportunities for women workers.

Clarke emphasized that public education by governments, voluntary organizations, and interested individuals must be continued in order to change outmoded attitudes toward women in the work force, the home, and the community.

"The best approach," she concluded, "to solving the serious problems faced by women in the work force is surely a combination of public education and sound legislation, effectively enforced."

"Adequate enforcement of equal pay for...the same work also involves interference in the market place, increased costs to governments and employers, interference in collective bargaining, and possible allocation problems"

After Clarke came Michael Skolnik, assistant director (administration) at the Ontario Institute for Studies in Education, with a paper entitled, "Equal pay for work of equal value: the need to emphasize the seriousness of the problem rather than the certainty of the solution."

Skolnik's paper was highly academic, mainly eclectic, and necessarily inconclusive, since the burden of his argument lay in the need to approach solutions as experiments rather than as absolutes. The problem to be confronted, he said, is that of unequal pay for work of equal value.

"The concept of value, in the sense used here," Skolnik explained, "is not the outcome of the application of any single objective system of measurement, for no such system exists. However, the fact that we cannot measure the extent of the problem of unequal pay for work of equal value — as we can measure unequal pay for equal work — does not mean that the problem doesn't exist or can't be addressed. Many of the most serious of human problems similarly elude measurement.

"It should be obvious that the concept of value is by its very nature highly subjective. If large numbers of people feel strongly that market-determined wage differentials between males and females are inequitable, then there is an inequity problem. When dealing with such feelings, to say 'come back when you have adequate data to define the problem' is not a meaningful response. A more constructive response is to accept such statements about inequity for what they are — expressions of feelings and descriptions of perceptions; to try to empathize with them; and to explore what can be done to remedy the situation. Such a response establishes a common ground of acceptance of the seriousness of the problem.

"Two elements necessary in any response," continued Skolnik, "are commitment to amelioration of the problem and humility regarding our knowledge of what effect various proposals might have."

Basing his argument on Donald T. Campbell's article, "Reforms as Experiments" (American Psychologist, April, 1969), Skolnik said that when social policies are advocated as though they were certain to be successful, then reforms are difficult to introduce and evaluation tends to become distorted.

"What Campbell advocates," said Skolnik, "is a shift in political posture *from the advocacy of specific reforms to the advocacy*

...child labour, which we now regard as morally reprehensible, was economically beneficial to industry. We saw that child labour was wrong...the present problem is just as obvious

of the seriousness of the problem, and hence to the advocacy of persistence in alternative reform efforts should the first one fail. Campbell goes on to emphasize the need for experiment and repeated experiment in developing successful social reforms. He argues that too many social scientists expect single experiments to settle issues once and for all when the significant experiments in the physical sciences usually have been replicated hundreds of times. Yet because social sciences provide far less opportunity for 'experimental isolation' and because the treatment effects are likely to interact significantly with a wide variety of social factors many of which are 'unmapped', there are much greater needs for replication of experiments in the social than in the physical sciences. In emphasizing the concept of experiment here, I should point out that I am using the term 'experiment' in its broadest sense, to include open-ended, qualitative, subjective and even dramaturgic elements of evaluation rather than merely the narrow 'contrived' laboratory model. Most of the criticism of the experimental approach to evaluation of social programs has, in my view, been misplacd, as a result of taking far too narrow a view of what constitutes an experiment."

What Skolnik advocates is the adoption of the "Principle of the Middle Axiom" put forward by E.F. Schumacher in *Small is Beautiful* and defined as "an order

"Women's Lib's finally come of age, Murphy - investigate this complaint for husband beating."

ɔt from above which is not yet uite an order."

kolnik commented on some of ıe likely ingredients of a middle xiom: dialogue between manage- ıent and workers, he said, is ssential, and those involved ıould not rely on complaints as a asis for discussion; plant health ıd safety committees, Skolnik eels, offer a good model for equal- alue discussions. Solutions ıould fit the individual establish- ıent: "In some establishments, ıe parties involved may, after xamination and discussion, onclude that they do not have a roblem. If they do identify a roblem, they will be able to zero ı on it and begin to develop olutions that fit their work nvironment.

he costs of implementing equal ay for work of equal value emand more formal solutions, kolnik conceded.

Most employers probably would ot take on such costs in the bsence of some type of politically instituted commitment and government-backed action. For this reason, it is unlikely that there will be significant progress in the direction of equal pay for work of equal value without strong government action, including provision of adequate resources, and possibly legislation. Whether there will be the necessary mandate from the public for such government action, will depend upon whether there is a common base of understanding of and commitment to the problem among labour, management, women's groups, and the general public; and whether an acceptable and effective middle axiom can be found," he concluded.

"There can be no question... that issues taken up by trade unions are far more likely to succeed than issues handled by individuals in isolation"

During the ensuing question period a member of the Equal Pay Coalition asked whether the question of cost was the basic reason that the Ontario Ministry of Labour had failed to make a firm stand for equal pay. Wage and price control and anti-inflation policy were implemented rapidly enough, she pointed out.

A fair amount of hostility toward the Ministry became apparent as various delegates charged that the equal-pay question had been debated, researched, and "green-papered to death." One delegate demanded to know why, when the Ontario Chamber of Commerce had warned that equal pay would cause significant economic problems, the Ministry had replied that there would be no immediate action until further research had been conducted.

Another member of the Equal Pay Coalition made the point that child labour, which we now regard as morally reprehensible, was economically beneficial to industry. We saw that child labour was wrong, she said; the present problem is just as obvious.

Dr. Harish Jain of McMaster University struck a positive note when he claimed that the added costs of equal pay are balanced by benefits to the employer through more efficient use of human resources and the higher worker morale generated by fair treatment. He urged that these benefits should be stressed in any discussion of costs.

The delegates also heard a report from Britain given by Baroness Nancy Seear, reader in personnel management at the London School of Economics since 1946 and a life peer since 1971. Lady Seear opened with the observation that "the movement for women's rights in Britain was more than 100 years old before the Equal Pay Act of 1970 reached the statute books... Although the T.U.C. passed a

resolution in 1888 accepting the principle of equal pay for equal work, mass support for women's rights did not arise until the 1950s when, as a result of pressure from women in the civil service unions, equal pay was established in the civil service and in teaching."

Of the two pieces of legislation governing equal pay and equal opportunity in Britain, the Equal Pay Act, which was passed in 1970 and came into full effect in December, 1975, provides for equal treatment of men and women with regard to terms and conditions of employment within an establishment,

a) for men and women employed in like work, and

b) for men and women in work rated as equivalent.

Work is rated as equivalent only if the job has been given equal value, based on such factors as skill and effort, by a system evaluating all jobs in an undertaking. There is no obligation to establish a job evaluation scheme under the Act, nor does the Act provide assistance in establishing such a scheme.

The Sex Discrimination Act, effective since December 29, 1975, makes sex discrimination unlawful in employment, training and related matters, education and the provision of goods, facilities and services to the public. In addition, discrimination in employment is illegal if based on marital status. The Act also covers discriminatory advertising.

The Equal Pay Act and employment-related cases under the Sex Discrimination Act are enforced through Industrial Tribunals, which are not courts of law, but are made up of men and women nominated by employers' associations and trade unions and presided over by a legally qualified chairman. Cases heard at Industrial Tribunals are subject to appeal on points of law to the Employment Appeal Tribunal.

In non-employment cases under the Sex Discrimination Act, individuals have the right to direct access to the courts; legal action against discriminatory advertising may be taken only by the Equal Opportunity Commission which may also assist the Industrial Tribunals.

"The best approach...to solving the serious problems faced by women in the work force is surely a combination of public education and sound legislation, effectively enforced"

Lady Seear stressed the difficulty of isolating the impact of legislation from the many other variables affecting the position of women in Britain, but the available figures for changes in pay provide some basis for interpretation.

"In 1970," Lady Seear reported, "women's average gross weekly earnings were 54.3 per cent of men's average earnings. This figure rose to 61.5 per cent in 1975 and to 64.3 per cent in 1976." By 1976, hourly earnings for women were 75.1 per cent of men's. "Despite this lowering of percentage differences, in cash terms the gap between women's earnings and men's earnings has, in fact, increased in this period.

Lady Seear had four comments to make on the situation that these figures reflect.

1. "The years 1970-76 cover periods of very high wage settlements. In each of the years except 1972-73 the percentage increase in women's gross weekly earnings was higher than the percentage for men by 3 per cent in 1970-71, by 5.3 per cent in 1973-74, by 9.6 per cent in 1974-75 and by 6.2 per cent in 1975-76. But given the initial higher level of men's earnings a percentage increase of 28.4 per cent for men in the year 1974-75 inevitably involved a very large increase in take home pay, much in excess of the amount taken by women, despite the women's larger percentage rise, though the women's rise in that year was 38 per cent.

2. "The large percentage increases for women undoubtedly were affected by the Equal Pay Act. But detailed examination of the way in which the legislation has been applied in enterprises has shown that the Equal Pay Act is so phrased that it is possible for employers to keep within the law and still to make relatively small adjustments — ambiguities of job evaluation schemes, the interpretation of differences of practical importance when assessing 'like work', use of material differences where like work appears to have been established have made possible a policy of 'minimization' to which no legal objection can be raised.

3. "Separate scales for the payment of women and men have been eliminated from collective agreements but not infrequently women receive the lower level of pay allowed in the agreement, a level which is not in fact being paid to any men. Where the criterion is 'like work' and no 'like work' exists no further action can be taken. Women's frequent exclusion from shift work, supported by the continuation of protective legislation limiting women's hours of work also contributes to women's inferior earnings, as does the unwillingness or inability of many women to work overtime.

"But probably the most impor-
nt single reason for the conti-
uing differential between men's
nd women's pay is to be found in
e continuing practice of job
egregation, despite the require-
ents of the Sex Discrimination
ct. In Great Britain, as elsewhere,
omen are traditionally concen-
ated in a relatively small number
f jobs at the lower level of the
mployment hierarchy. So far the
ex Discrimination Act has done
ttle to alter this position. The Act
as, it appears, made little impact
n employers, trade unions or
omen. Research findings suggest
iat there is widespread knowl-
dge of the existence of the Equal
ay Act though accurate knowl-
dge of its contents is less
xtensive. But knowledge of the
ex Discrimination Act is at a very
w level indeed. This comment is
upported by the small number of
pplications submitted to
dustrial Tribunals where action

...the added costs of equal pay are balanced by benefits to the employer through more efficient use of human resources and the higher worker morale generated by fair treatment

was completed in the period 20/12/75 — 31/12/76. Applications under the Equal Pay Act amounted to 1,742 but under the Sex Discrimination Act there were only 243 and of these 59 came from men."

"Of the Equal Pay cases, over 50 per cent were withdrawn, a minority because settlements were reached privately and the rest for reasons unknown. In part, this reflects the ignorance of the legislation leading to cases which never had a chance of success for the complainant," said Lady Seear.

"Of course I believe in equality! I do my job and I let you do your job!"

"Of the 184 women's cases taken under the Sex Discrimination Act, 26 were officially abandoned and 18 were settled privately. But of the 91 cases which finally reached a Tribunal ony 18, or just under 20 per cent of cases, were settled in favour of the applicant — a result which bears out the contention that the Sex Discrimination Act is too little understood."

Although some decisions made by Industrial Tribunals reveal a certain amount of confusion, the Employment Appeal Tribunal, whose decisions constitute case law, continues to clarify and tighten the interpretation of the Acts. Lady Seear recounted a case settled by the Employment Appeal Tribunal which will have far-reaching effects for many women:

"Ms. Belinda Price, a woman in her thirties, applied for a job at the executive level in the Civil Service. The Civil Service Department informed her that she was not eligible to apply as jobs in this category were subject to an upper age limit of 28. Ms. Price appealed to an Industrial Tribunal with the assistance of the National Council for Civil Liberties, arguing that this condition constituted indirect discrimination since many women under the age of 28, were unable for domestic reasons, to apply for work. She lost her case at the Industrial Tribunal but on appeal to the Employment Appeal Tribunal it was agreed by the Tribunal that it was the realities of life that had to be taken into account and on this interpretation women were in fact not as available for employment as men under the age of 28. Ms. Price finally won her case. This will require the Civil Service to revise its policy on age limits. This particular case may well have significant beneficial results for the very important category of older women seeking to return to the labour market. Many civil

service jobs of the executive category are available all over the country and access to them could ease the mobility problem which so often handicaps married women. Moreover many other organizations operating upper age limits for recruitment will have to re-examine their practices."

It is clear to Lady Seear that the legislation has not so far achieved the desired results because it is not being properly applied. Responsibility for the dissemination of information about the Acts should be shouldered, not by government alone, but by trade unions, political parties, women's groups, schools, voluntary organizations and employers' associations throughout the country.

"There can be no question," she said, "that issues taken up by trade unions are far more likely to succeed than issues handled by individuals in isolation. The trade union movement at the top is solidly behind the legislation. But research shows that this is by no means always reflected in action lower down the line. Informal collusion between shop stewards and supervisors, unknown to either management or the union hierarchy can and does prevent the legislation having its full effect."

The Equal Opportunities Commission, which has been in existence for two years and whose job it is to see that the law is properly applied, has been criticized for its failure to use its powers sufficiently. The Commission reported that it had spent much time defining priorities and evolving a variety of methods for dealing with discrimination.

Lady Seear feels that this is time well spent, and that the Commission may be right not to give first priority to the use of its powers of enforcement. In Lady Seear's opinion, the Commission cannot act as both persuader and enforcer, and she favours the Commission's choice:

"Unequal pay is a symptom of unequal opportunity"...education has failed to orient girls toward a wide variety of jobs, but women have not availed themselves of skill training that is open to them

"The more difficult, subtler, but in the end the surer way, is to work within the system where the chances have to be brought about. In attempting to use persuasive methods the Commission is to some degree recognizing this fact. But to achieve its best results, change must be generated from within, not imposed from without. This means it is primarily the task of trade unions, of managers, of teachers, of professional bodies, of training organizations, to work at their own level. Probably exemplary sanctions are needed to trigger off the will to change. But only change that is self activated is likely to be sustained. The real problem is to find ways of stimulating such change within the system. It is to this that we should, in the main, be directing our attention," Lady Seear concluded.

A lively question period followed Lady Seear's paper, and some delegates, particularly those from the Equal Pay Coalition, were surprised at the economist's attitude toward women's job ghettos. For example, a public health nurse declared that society places a low economic value on her skills, but she would rather fight for higher pay than switch to some more lucrative employment. Lady Seear replied that since the nurse had chosen a traditionally female profession for which supply exceeded demand, she must either accept the consequences of that choice or re-train for an occupation that is in demand.

"Unequal pay is a symptom of unequal opportunity," said Lady Seear. So far, education has failed to orient girls toward a wide variety of jobs, but women have not availed themselves of skill training that is open to them. lg

Part 2 will discuss the American experience and present Canadian economic and legal opinions from Dr. Gail Cook and Professor Mary Eberts.

.abour legislation in Canada, 1977

Part 1D: labour relations - construction

/ Allan Nodwell

ntario sanctioned Bill 22 on ctober 27, 1977 bringing into fect new sections 125 to 136 to e Labour Relations Act specting province-wide bar- ining in the construction dustry.

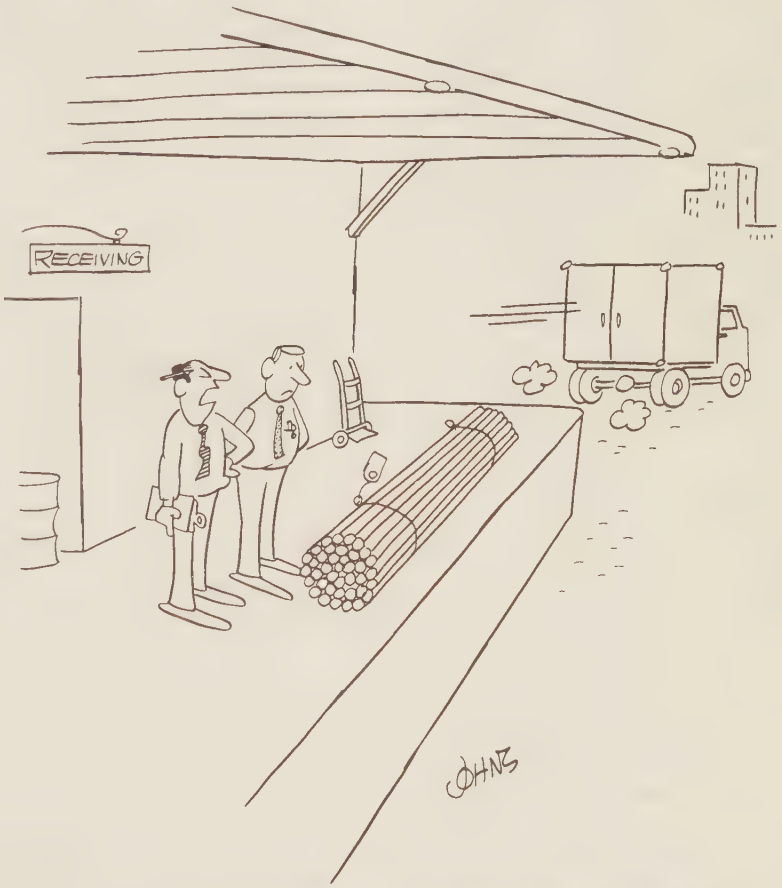
the interpretation section the rm "collective agreement", is pplemented by the words "and cludes a provincial agreement"; mployers' organization" is pplemented by "and a desig- ted or accredited employer bar- ining agency" and to the term rade union" is added "and a signated or certified employee rgaining agency".

ne following definitions are esented:

) "affiliated bargaining agent" eans a bargaining agent that, cording to established trade nion practice in the construction dustry, represents employees ho commonly bargain separately nd apart from other employees nd is subordinate or directly lated to, or is, a provincial, ational or international trade nion and includes an employee rgaining agency.

) "bargaining" except when used reference to an affiliated rgaining agent, means province- ide, multi-employee bargaining in e industrial, commercial and stitutional sector of the nstruction industry.

) "employee bargaining agency" means an organization of affiliated bargaining agents that are subordinate or directly related to the same provincial, national or international trade union, and that may include the parent or related provincial or national or international trade union, formed for purposes that include the representation of affiliated bargaining agents in bargaining and which may be a single provincial, national or international trade union;



"WELL, EXCEPT FOR SENDING THE WRONG QUANTITY, THE WRONG LENGTH, AND THE WRONG DIAMETER, THEY FILLED OUR ORDER PERFECTLY"

(d) "employer bargaining agency" means an employers' organization or group of employers' organizations formed for purposes that include the representation of employers in bargaining;

(e) "provincial agreement" means an agreement in writing covering the whole of the Province of Ontario between a designated or accredited employer bargaining agency and a designated or certified employee bargaining agency that represents affiliated bargaining agents. The agreement contains provisions respecting terms or conditions of employment, or the rights, privileges or duties of the following: the employee bargaining agency; the employers represented by the employer bargaining agency for whose employees the affiliated bargaining agents hold bargaining rights; the affiliated bargaining agents represented by the employee bargaining agency, or the employees represented by the affiliated bargaining agents and employed in the industrial, commercial and institutional sector of the construction industry.

The Minister may designate initially new bargaining agencies to represent individual trades or crafts and employers of such trades or crafts in province-wide, multi-employer bargaining in the industrial, commercial and institutional sector of the construction industry. He may also exclude certain bargaining relationships from these designations and is empowered to convene a conference of trade unions and employees to advise in the selection of the appropriate bargaining agency. Referal may also be made to the Ontario Labour Relations Board (O.L.R.B.) of any question concerning a designation and may amend or revoke a designation and make another.

A designated employee bargaining agency may be replaced by the O.L.R.B. if the Board finds the applicant for replacement to be more representative of employees in the trade or craft. This is likewise applicable to a designated employer bargaining agency.

An employee bargaining agency, upon designation or replacement by the O.L.R.B., has vested in it all the bargaining rights of the trade unions which represent the number of a particular trade or craft for the purpose of bargaining for a provincial agreement. Again the same is applicable to an employer bargaining agency.

According to the legislation, existing collective agreements must end according to their term of operation, and are then replaced by the provincial agreements which will become binding upon employers, trade unions and employees in the trade or crafts covered by the provincial agreements.

A provincial agreement is to be the only agreement between employers and a designated trade or craft, and any agreement or arrangement other than a provincial agreement is deemed null and void. All provincial agreements are to expire at the same time, namely on April 30th, and shall be for a period of two years.

The O.L.R.B. is empowered to determine whether work performed by employees is within the industrial, commercial and institutional sector of the construction industry. An employee and an employer bargaining agency is required to act in good faith with their members and the employers or union they represent. lg

Back issues of *The Labour Gazette*

A recent inventory shows that we have on hand — free for the asking — a limited number of copies of the following issues of *The Labour Gazette.*

1976: October.

1977: January, February, August, October, November.

1978: April.

Anyone wishing to receive any of the above may obtain them by writing to: Editor, *The Labour Gazette,* Canada Department of Labour, Ottawa K1A 0J2.

comment

Critical errors"

e article entitled "Occupational alth and safety — a critical w," in your April 1978 edition cluded inaccurate and mis-ding information on the pposed Canadian Centre for cupational Health and Safety. ould like to clarify for you d your readers just a few of the re critical errors.

e proposal for the Centre has en based on a concept that is rposefully different from that of e National Institute for Occupa-nal Safety and Health (NIOSH) the United States and from the alth and Safety Commission in eat Britain, both of which s. Leonard uses as comparisons. e Centre is designed as an inde-ndent body, part of no govern-ent department or agency and porting through no such body. cently, members of NIOSH have eatly praised the Centre's bjected autonomy in direct ation to the problems they have ffered in being part of the ited States Department of alth, Education and Welfare.

e Centre will report to rliament through a Minister. at Minister will be the voice the Centre in the House of mmons but there will be no her reporting relationship. The nister of Labour has not been signated for this role.

s. Leonard's inference of the ck of support for the Centre by e Canadian Labour Congress is misleading. The CLC has expressed support for the Centre. The statements attributed to Mr. Major were made in November of 1977 at which time I understand he was expressing his own opinions. Other labour groups and some unions have spoken in favour of the Centre.

The research that the Centre will support will be done by existing or strengthened establishments. It will be impartial and objective, reflecting neither the views of labour, nor management nor indeed of the government. The Centre is obligated by the legislation to publish the reports of the research it supports within 90 days of the receipt of such reports. The information will be published with or without the consensus of all groups and will not await any government approval. It may be noted that research supported by or undertaken by specific concerned parties, be they labour, management or government has almost always been seen as biased and indeed has confused facts with value judgments.

The initial year's cost of the Centre will be approximately one million dollars, not six to eight as stated by Ms. Leonard. The staff, in three to four years time, might number 85 to 100 in total. No detailed decisions have been made on the composition of that staff.

Certainly labour, through its representation on the Council and the Executive Board of the Centre will have considerable input into the type and timeliness of the research which is undertaken and supported. Professionals, scientists and experts will be drawn in to work on projects. The Centre will not be employing a large group of "government researchers." The staff of the Centre will not be public servants. It is necessary to stress again that the Centre is not a federal government body.

There are many other matters in the article that can be similarly discredited. In the interests of brevity, however, I will close by saying that it is sad to see a journal like *The Labour Gazette,* which has won respect for the excellence, depth of research and accuracy of its articles, publish one such as this which is so deficient in those qualities.

J.H. Currie,
Director General
Planning Secretariat
Canadian Centre for Occupational Health and Safety

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Mr. J.H. Currie's views were brought to Ms. Leonard's attention. The following is her reply.

After reviewing my notes and going over the material on the Centre for Occupational Safety and Health, I remain unconvinced that my errors are anything more than differences of opinion.

My central concern is that the centre is being proffered as a

panacea for the complex and dramatic problems of occupational health. What it really represents is the creation of yet another bureaucracy, if not a government bureaucracy, then one closely following that model.

All of the central administrators at CCOSH are career civil servants from either Labour Canada or Health and Welfare. Considering the expertise in the occupational health field to be found outside of Ottawa, these appointments are perhaps questionable. If the planners were really concerned with establishing the centre's autonomy, it seems to me they'd want to staff the secretariat a little more imaginatively.

The remarks "attributed" to Mr. Major were released in an *official* CLC statement shortly after the conference. I'm sure Mr. Major *was* expressing his own opinion. He was also expressing the opinions of other delegates I spoke with during the conference and his remarks reflected the soft word heard at the back of the room during Mr. Currie's presentation. Considering that the CLC is hardly the most militant arm of labour, it's misleading for Mr. Currie to infer labour's support.

My figures on the cost of the centre were obtained from one of Mr. Currie's staff. It should be pointed out that there is no mention of an *annual* budget of $6-8 million. The figure I was given was very vague — six to eight million to make the centre operational over an unspecified number of years.

It should also be pointed out that this information was given to me in a brief telephone conversation responding to a letter. The letter followed two abortive attempts to interview Mr. Currie and his staff (he had gone home abruptly prior to my arrival both times) and a failure to secure a subsequent appointment for an interview. It's disturbing to say the least, to have one's research standards condemned by someone so skillful at making his viewpoint unavailable until after publication.

Lynda Leonard

Francophone QWL research centre

I should like to call your attention to what appears to be an omission. In an article entitled "Making Work More Human," by Roy LaBerge, in The Labour Gazette, Vol. 77, No. 11 (November 1977), the author forgot to mention that, since 1975, a francophone centre for the study of QWL exists. There are seven professors there with various kinds of training, but with a common interest. Six of these professors are members of the teaching staff of the École des Hautes Études Commerciales affiliated with the University of Montreal, while the seventh teaches at the Université du Québec in Montreal.

Maurice Boisvert
Co-ordinator
Research group on the quality-of-working life
École des Hautes Études Commerciales
Université de Montréal

Books

Reformers, Rebels and Revolutionaries:

The Western Canadian Radical Movement 1899-1919

by A. Ross McCormack, University of Toronto Press, Toronto, 1977.

McCormack's book analyzes the three major branches of the early labour movement in the Canadian West and documents the traumatic social change at the turn of the century. Western labour alienation was caused in part by this very rapid social dislocation. "Industralization took approximately a century in Britain and some fifty years in the United States. In western Canada the process was compressed into less than two decades" (p.14). The subsequent labour response took a threefold direction: radicalism with a Marxian emphasis on an end to capitalism; militant industrial unionism with an emphasis on large all-embracing industrial unions and; labourites with an emphasis on the need for political action to extract immediate reforms.

e period, even more than today, is marked by division in the orking class movement as to hich was the optimal strategy for e working class. Some such as e B.C. "impossibilists" in the cialist Party of Canada (SPC), gued that capitalism was inca- ble of any reform and that any nelioration for the working class as impossible under capitalism. nions and reformist demands ere rejected as counter-revolu- nary. Most surprisingly this proach led to an emphasis on an clusive vanguard party charac- rized by tight ideological niformity, organizational disci- ine and strong class conscious- ess. This movement gained its rgest adherence, then as today, British Columbia. Such doctri- aire socialism proved incapable widespread transplantation. The tempt to impose a single revolu- nary socialist perspective oved fatal. "The Socialist Party Canada became a prisoner, and en a victim, of its experience in ritish Columbia" (p.75).

second orientation was that of ilitant industrial unionism. erceiving the biases of the olitical process against the orking class, many chose the ath of large industrial unions and e direct general strike. This yndicalism found its expression the Industrial Workers of the orld (IWW or Wobblies) and later the One Big Union and involved rganizing extensively among nskilled immigrants. While hieving initial success, both ovements evoked an extremely ostile reaction from businessmen nd the state and fostered a aranoid belief that revolution in estern Canada was imminent. arsh measures followed: police urveillance and espionage ncreased, union busting was ncouraged, strikebreakers were legally imported into Canada, abour leaders were harassed, arrested or shot. It is reassuring to know that times have changed.

The third movement — Labourism — received the widest support and was an evolutionary, pluralist socialism based on a broad alliance of progressive forces ranging from social gospel to Marxism. Winnipeg, with the ILP (1895) and DLP (1918), represented labourism's stronghold. Its major weakness, based on its more inclusive membership, was less ideological unity. It may be that any successful continent-wide party must necessarily allow for regional social conditions and permit regional variations in tactics.

Among other important themes is the much discussed alienation of the West. Repeatedly McCormack stresses Western workers' discontent with "The National Policy" of massive immigration of cheap unskilled labour and high protective tariffs (p.9). As a result Western unionists experienced double exploitation by the East and by capitalists and became more radical than their Eastern craft union counterparts in the TLC.

Perhaps the most controversial theme to emerge is an implicit defence of the 'labourism' tradition and the CCF-NDP, its successor. McCormack documents the perils of revolutionary "impossibilism" and blindly militant industrial unionism. In both cases harsh state repression followed "radical linguistic hyperbole" (p.164). Emphasis on political orthodoxy in turn led to autocratic party policies and intellectual stagnation. The socialist movement suffered serious setbacks as a result. Echoing Penner's hypothesis in *The Canadian Left,* McCormack suggests that the revolutionaries "discredited themselves" and in the end left the way relatively clear for the rise of a British Labour-type party — the CCF-NDP.

While not as difficult to read as Martin Robin's *Radical Politics and Canadian Labour,* McCormack might have used more charts or appendices showing the complicated party name changes, key events, and biographical sketches of prominent individuals. Morden Lazarus with his fine biographical summaries in *Years of Hard Labour* and *Up From the Ranks* has shown the value of capsule summaries.

The epilogue is a major disappointment in that it seems almost an afterthought. Far more speculative analysis could have been offered on a discussion of which mode of worker organization is best suited to the contemporary scene. Curiously omitted by McCormack, is any mention of the fact that the major long-term significance of the Western Canadian radical movement was that it resulted in the transformation of the Canadian federal party system. The year 1917 and Western radicalism are watersheds, for Canada has never since had a two-party system. One of the consequences of this is the Liberal party preponderance and the Conservatives' secondary role. The rise of labour third parties is a major factor in this development.

Despite these criticisms, McCormack's book is a useful and important contribution to an otherwise inadequately discussed topic, and his historical research is impressive.

Alan Whitehorn

Fundamentals of Economics:

A Manual for Working People

by **Richard D. Vanderberg,** the Canadian Union of Public Employees, Ottawa, 1977

The Canadian Union of Public Employees commissioned a Cana-

dian economist, Richard D. Vanderberg, to write an economics textbook especially designed for union members interested in gaining a deeper understanding of the economic system in which they function. The resultant 86-page, attractively packaged paperback is an excellent layman's introduction to the discipline. The book's chapters on principles of economics, basic concepts, the government in the economy, and economic growth are written in clear, simple language. The only mathematical skill required to cope with them is simple arithmetic.

Some economists may dispute Vanderberg's generalizations and complain that the work lacks sophistication. Yet those are precisely the qualities that make it comprehensible to many of the workers for whom it was written. A reading of it will provide them with a grasp of most of the economic terms so widely used in business pages yet not always understood even by many of the journalists who write them let alone the many business-page readers who consider themselves better educated and more knowledgeable than the average CUPE member.

James Dowell, CUPE's education director, says the author has attempted to "eliminate superfluous theoretical debate while at the same time avoiding an overly simplistic presentation of his subject." Vanderberg has achieved that objective very well indeed. His little book could well serve as an introduction to economics for any literate Canadian, whether a member of a CUPE bargaining unit or a member of an introductory economics class in a high school, college or university.

Roy LaBerge

Additions to the Library

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the author, title and publisher.

Affirmative Action

Jain, Harish Chand. *Minority workers, the structure of labour markets and anti-discrimination legislation,* by Harish C. Jain and Peter J. Sloane. Hamilton, Ont., Faculty of Business, McMaster University, 1977. 1v. (McMaster University, Hamilton, Ont. Faculty of business. Research and working paper series no. 128)

Examines various definitions of internal labour market, dual labour market and labour market segmentation, and shows interrelationships. Summarizes empirical evidence in the U.S., Canada and Great Britain relating to these concepts. Analyzes anti-discrimination legislation in these countries, and discusses policy implications of the analysis.

Collective Bargaining

Scope of public-sector bargaining; First George W. Taylor Memorial Conference on Public Sector Labor Relations, edited by Walter J. Gershenfeld, J. Joseph Loewenberg and Bernard Ingster. Lexington, Mass., Lexington Books, 1977. 215p.

A collection of papers on public sector bargaining experience in several U.S. states and in the U.S. federal sector, revealing greater similarities than differences in the subject matters bargained. Discusses themes such as the influence of differing bargaining units on bargaining scope, the legal framework of public sector bargaining, impasse-resolution practices, special interests of public sector employees and the right to strike for public employees.

Freedom of Association

Erstling, Jay A. *The right to organise:* a survey of laws and regulations relating to the right of workers to establish unions of their own choosing. Geneva, International Labour Office, 1977. 82p.

Hours of Labour

Travailler deux heures par jour, par Adret. Paris, Editions du seuil, 1977. 190p.

Income

Henry, Jacques. *L'efficacité,*

galité, l'équité et la répartition ersonnelle des revenus. Ottawa, épartement de Science écono- ique, Université d'Ottawa, 1977. p. (Ottawa. University. Depart- ent of Economics. Research per no. 7705)

dustrial Health

arnow (B.W.) and Associates Ltd. *ASAW study of the effects of uminum smelting on the health Alcan workers in Kitimat, British olumbia, Canada.* Bertram W. arnow: project director. Shirley A. onibear: study coordinator. timat, B.C., Canadian Associa- on of Smelter and Allied Workers, 77. 91p.

dustrial Relations

nderson, John Charles. *Union fectiveness: an industrial lations systems approach.* naca, N.Y., Cornell University, 77. 434p.

ms to identify the determinants local union effectiveness, based interviews with local union ficers in 26 Canadian cities. sing the research results, re- aluates previous models of terminants of union effective- ss. Includes a growth model of ion effectiveness at different ages of the union-management lationship. Discusses the lation of union effectiveness the local level to effectiveness the national level.

ébert, Gérard. *Labour relations in e Quebec construction industry.* ttawa, Economic Council of anada, 1977. Contents — pt. 1. e system of labour relations. tre en français: Les relations du avail dans la construction au uébec. Pt. 1. Régime des lations du travail.

esents the development of bour relations in the Quebec nstruction industry, with mphasis on recent developments. Analyzes the major problems in the system; the extent of its application; its main actors; the question of freedom of association; the bargaining unit; wage parity throughout the province; administration of the system. Discusses emerging trends and outlines an evaluation of the system.

International Conference on Trends in Industrial and Labour Relations, 2d, Montreal, 1976. *International Conference on Trends in Industrial and Labour Relations,* Montreal, Quebec, Canada, May 24-28, 1976. Montreal, Industrial Relations Centre, McGill University, 1977. 584p.

Organization for Economic Cooperation and Development. *The development of industrial relations systems; some implications of Japanese experience.* Paris, 1977. 53p.

Discusses the basic features of Japanese industrial relations — "lifetime" employment, seniority wages and enterprise unionism. Reviews the institutions of the system — unions and employers' associations; collective bargaining and joint consultation; labour disputes and the role of government and law. Summarizes industrial relations trends in Japan, and considers what other countries might learn from Japan, and vice-versa.

Smith, Trevor R. *From contract to contract; a study of labour relations in Canada,* as told to Diane M. Smith. Toronto, 1977. 71p.

Labour Organization

Roback, Léo. *La syndicalisation sectorielle: pour une solution à l'organisation des non-syndiqués.* Montréal, Institut de recherche appliquée sur le travail, 1977. 61p. (Institut de recherche appliquée sur le travail. Bulletin no. 10)

Productivity of Labour

Brown, Charles. *Trade unions in the production process,* by Charles Brown and James Medoff. Cambridge, Mass., Institute of Economic Research, Harvard University, 1977. 45p.

Econometric analysis presenting production-function estimates of the effect of unionization in U.S. manufacturing. Finds that although union workers are paid more than non-union employees, the former are more productive by a roughly offsetting amount, allowing competition in the same labour market.

Wage Determination

Wilton, David Arthur. *The wage determination process in Canadian manufacturing industries, 1962-1975.* Ottawa, Economic Analysis Directorate, Central Analytical Services Branch, Labour Canada, 1977. 59p.

Re-examines the relationship of negotiated wage changes to the Phillips curve. Finds the Phillips curve rather discouraging for management of the economy through monetary and fiscal policies. Provides evidence that wage "catch-up" and wage "spillovers" have been significant factors in Canadian wage settlements during the 1960's and 1970's.

Women — Employment

Dranoff, Linda Silver. *Women in Canadian law.* Introduction by Rosalie S. Abella. Toronto, Fitzhenry & Whiteside, 1977. 112p.

Historical account of Canadian women's legal status, dealing with women as single persons, wives and mothers; with property, separation and divorce; and with women in the economy.

PRICES, EMPLOYMENT, AND EARNINGS

THE LABOUR MARKET — MARCH 1978

The unemployment rate moved up to a new high of 8.6 per cent in March, after remaining at 8.3 per cent for the previous two months. This increase occurred in spite of a significant rise in employment as the labour force advanced more steeply due to a sharp increase in the participation rate to a new record of 62.4 per cent.

Employment growth continued to be strong. The increase in March brought the first quarter increase to 92,000 (3.8 per cent at annual rate) over the last quarter of 1977. The increase in female employment (69,000 or 7.7 per cent) far exceeded that of male (23,000 or 1.5 per cent).

The unemployment rate moved up for all major age/sex groups. The adult female rate (8.1 per cent) increased 0.4 percentage points following an increase (0.2) in February. The youth unemployment rate rose to 15.1 per cent after two consecutive monthly declines. After remaining at 5.0 per cent for the previous three months, the adult male unemployment rate moved up marginally to 5.1 per cent.

Regionally, the increase in employment in March occurred mainly in the Prairies, (1.0 per cent), Ontario (0.7 per cent) and British Columbia (0.7 per cent). After accelerating strongly in February, employment growth weakened in Quebec (0.2 per cent). The only regional decline occurred in the Atlantic provinces (- 0.4 per cent). Unemployment rates were higher in all regions except the Prairies (5.3 per cent). In the Atlantic region (13.0 per cent) and Quebec (11.5 per cent) the rates increased in each case by 0.6 percentage points. In Ontario (7.4 per cent) the increase was 0.4 points while in British Columbia (8.5 per cent) the increase was slight — 0.1 point.

The actual number of the unemployed was up to 1,045,000 in March, 101,000 higher than a year ago, as employment (9,680,000) increased by 330,000 or 3.5 per cent and the labour force (10,726,000) increased by 432,000 or 4.2 per cent. As a result, the actual unemployment rate was 9.7 per cent (the highest on record) compared with 9.5 per cent in February and 9.2 per cent in March, 1977.

THE LABOUR MARKET — FEBRUARY 1978

The seasonally adjusted unemployment rate remained unchanged in February at 8.3 per cent. There was a significnt growth in employment (68,000 or 0.7 per cent) and a similar growth in the labour force (78,000 or 0.7 per cent) as the participation rate increased 0.4 percentage points to a new record of 62.0 per cent.

All major age/sex groups shared in the growth of employment. The strongest growth was among youths (33,000 or 1.4 per cent) followed by adult women 27,000 or 1.0 per cent) while adult men increased modestly (8,000 or 0.2 per cent). Regionally, employment growth was strong in British Columbia (1.5 per cent) and Quebec (1.4 per cent) and about the national average in the Atlantic region (0.8 per cent) and the Prairies (0.7 per cent), while in Ontario there was a marginal decline.

The unemployment rate declined marginally for youths (14.8), was unchanged for adult males (5.0) and increased slightly for adult females (7.7). Regionally, unemployment rates declined in the Atlantic region (12.4), Quebec (10.9) and British Columbia (8.4) as employment grew faster than the labour force in all cases. The rates increased in Ontario (7.0) and the Prairies (5.3) as employment growth lagged behind labour force growth in both regions.

The actual unemployment rate was 9.5 per cent in February compared with 9.1 per cent a year ago. This increase occurred as unemployment rose to 1,007,000. The level of employment at 9,577,000 was 287,000 or 3.1 per cent higher than in February 1976. This was the highest annual increase since March 1976.

JOB VACANCIES — FEBRUARY 1978

Preliminary estimates for the three-month period ending February show a decrease in the average number of vacant jobs

n the previous three-month
od and from the comparable
od a year earlier. Vacancies for
-time, part-time and casual jobs
lined 17 per cent to 36,800 from
00 vacancies reported in the
tember-November period.
mpared with the three-month
od a year ago the number of
ancies decreased by 2,900 or
er cent.

ancies for full-time jobs
reased by 12 per cent from the
ceding period to 33,400.
ger-term vacancies (jobs
illed for more than four weeks)
lined 16 per cent to 11,600.

every 1,000 existing jobs in the
st three-month period, four
e vacant, a decrease of one
n both the preceding period
the comparable period a year
. The highest vacancy rates
e observed in Alberta (9 per
0) and Manitoba (5 per 1,000).
lowest rate (3 per 1,000)
urred in Newfoundland and
w Brunswick.

vember, December and January
the average number of vacant
s drop from the previous three-
nth period and from the com-
able period a year earlier.
ancies for full-time, part-time
casual jobs declined 29 per
t to 35,700 from 50,500 in
gust-October and 5 per cent
00) from the three-month
od a year ago.

ancies for full-time jobs
reased 26 per cent to 32,300
n the preceding period.
ancies of four weeks and more
lined 24 per cent to 11,700.

every 1,000 existing jobs 4
e vacant, down 2 from August-
tober (no change from a year
). Vacancy rates were higher in
erta (8 per 1,000) and Manitoba
er 1,000) with the lowest rate
er 1,000) in Newfoundland and
w Brunswick.

THE CONSUMER PRICE INDEX — MARCH 1978

The Consumer Price Index increased 1.1 per cent to 170.8 (1971 = 100) in March from 168.9 in February. It was the largest monthly increase since July 1975. This month's advance was attributable mainly to a substantial increase (1.4 per cent) in food prices along with higher prices for gasoline and fuel oil. On a year-over-year basis, the increase of 8.8 per cent was only 0.1 percentage point higher than in the previous month.

The food index, with a relative importance of 27 per cent, contributed 35 per cent to the latest month-to-month increase. This was due partly to seasonally higher prices for fresh fruits and vegetables and to the extraordinarily higher increase in the prices of meat (2.1 per cent) and poultry (2.6 per cent).

The index for all items excluding food rose 1.1 per cent from the previous month, and a moderate 7.0 per cent from March, 1977. The month-to-month increase was due mainly to increased prices for fuel oil and gasoline. Higher rates for electricity in urban centres (except for many cities in the Atlantic provinces) also had a notable impact on the non-food index.

On a seasonally-adjusted basis, the all-items index advanced 1.2 per cent between February and March. The increase for food products was 1.6 per cent compared with 1.0 per cent for non-food items. The current annual rate of change was up to 8.1 per cent from 6.9 per cent in February.

THE CONSUMER PRICE INDEX — FEBRUARY 1978

The Consumer Price Index advanced 0.7 per cent to 168.9 (1971 = 100) in February from 167.8 in January. The year-over-year increase was 8.7 per cent compared with 9.0 per cent in the previous month. The food index advanced to 194.3, an increase of 0.7 per cent from January as a result of higher prices for pork, fresh fruits and vegetables, some dairy products, bakery products and soft drinks. Lower prices for beef and poultry partially offset the increase.

The non-food index (160.1) moved up 0.6 per cent: In the main components, housing (169.6) increased 0.6 per cent, clothing (145.3) 0.8 per cent (after declining 1.0 in January), and transportation (158.9) 1.0 per cent. Major contributions by sub-groups were from: fuel and utilities for household operation 1.6 per cent), women's wear (1.7 per cent), and private transportation (1.1 per cent) and automobile purchases (2.3 per cent) due partly to increases in automobile registration fees in three provinces.

EARNINGS AND INCOME — JANUARY 1978

Average weekly earnings for the industrial composite decreased significantly (- 1.4 per cent) between December and January (seasonally adjusted) following a strong advance in December (1.2 per cent). All industry divisions except forestry, which increased, and trade, which remained constant, contributed to the overall decrease.

On an unadjusted basis, average weekly earnings for the industrial composite increased 6.7 per cent to $255.47 in January from $154.02 a year ago. After adjustment for price changes, real weekly earnings decreased by 1.8 per cent. In industries: weekly earnings in forestry were up to $346.92 (an annual increase of 9.7 per cent), mining $364.21 (7.4 per cent), manufacturing $273.98 (7.2 per

cent), construction $365.89 (6.3 per cent), transportation, communication and other utilities $300.83 (7.3 per cent), trade $195.41 (7.2 per cent), finance, insurance and real estate $238.37 (8.0 per cent), and service $174.93 (4.8 per cent). By regions, the highest increase was in Quebec with weekly earnings up to $253.78 (8.6 per cent) followed by British Columbia at $290.27 (6.5 per cent), the Prairie region $252.83 (6.3 per cent), Ontario $252.87 (6.3 per cent) and the Atlantic region $228.54 (5.1 per cent).

Average hourly earnings for the hourly-rated wage-earners in manufacturing declined marginally to $6.63 (a decrease of 1 cent from December), on a seasonally adjusted basis. There was also a significant drop in the average weekly hours in manufacturing — from 39.2 hours in December to 37.8 hours in January.

Total labour income was estimated at $9.9 billion in January, an increase of 8.1 per cent from January 1977. Seasonally adjusted wages and salaries decreased $144.7 million (or - 1.5 per cent) between December and January to $9.4 billion.

EARNINGS AND INCOME — DECEMBER 1977

Average weekly earnings for the industrial composite increased significantly (1.6 per cent on a seasonally adjusted basis) between November and December 1977. All industry divisions, except finance, insurance and real estate, and all regions contributed to the overall increase.

On an unadjusted basis, average weekly earnings for the industrial composite increased 8.6 per cent to $254.06 in December from $233.99 a year ago. In real terms, this amounted to a decrease of 0.3 per cent. The increase in construction was very steep, 14.7 per cent on a year-over-year basis to $355.65); manufacturing increased 9.5 per cent (to $274.04) and mining 7.7 per cent (to $359.73). Regionally, the highest increase (8.8 per cent) was in Ontario to $254.41, followed by British Columbia (8.6 per cent) to $284.67, Quebec (8.6 per cent) to $249.87, the Prairies (8.0 per cent) to $249.95 and the Atlantic provinces (7.5 per cent) to $224.58.

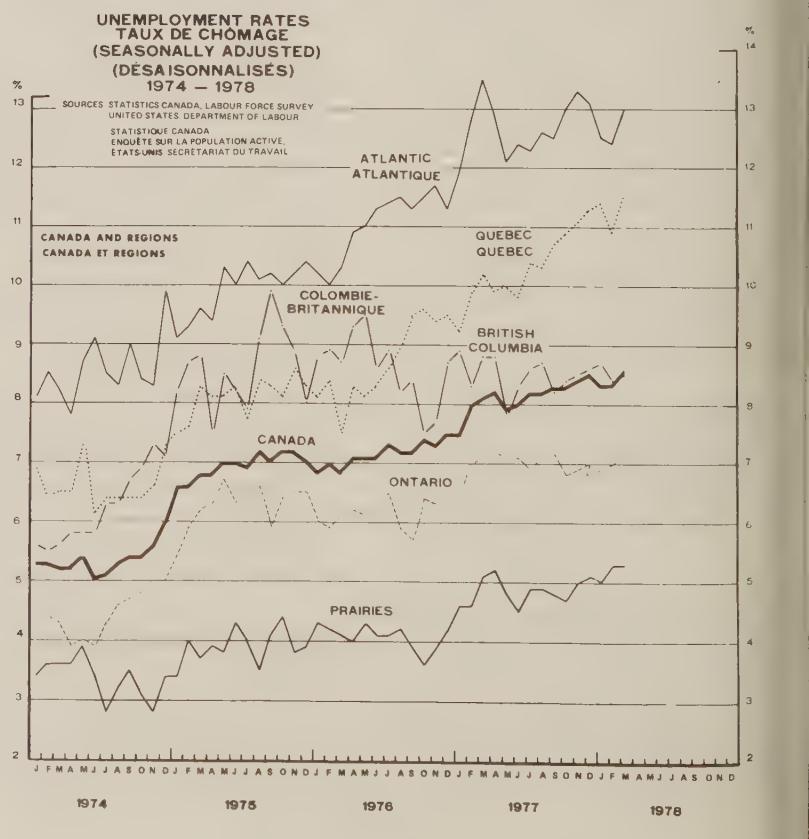
During 1977, earnings in the industrial composite averaged $250.05 per week, an increase of 9.7 per cent from $228.03 in 1976. Thus the annual rate of increase has continued to decline from the high of 14.2 per cent in 1975, followed by 12.1 per cent in 1976.

STRIKES AND LOCKOUTS — JANUARY 1978

During January 1978, there were 96 work stoppages, the smallest number since December 1973. However, the number of workers involved (24,395 and resulting time loss (364,790 man-days) were not significantly different from the previous month (25,758 workers and 353,130 man-days). Compared with January 1977, there were 113 stoppages involving 29,028 workers and resulting in a loss of 219,000 man-days.

In relation to total estimated working time of non-agricultural paid workers, time lost represented 21 man-days per 10,000 man-days worked, as compared with 20 in December. In manufacturing, time lost decreased for six consecutive months and was at 94,610 man-days in January: equivalent to 25 man-days per 10,000 man-days worked.

Under federal jurisdiction, there were 14 work stoppages involving 10,612 workers (43.5 per cent of total) and accounting for 219,810 man-days (60.1 per cent).



labour statistics

BOUR MARKET

	Seasonally Adjusted					Unadjusted		
	Jan. 1978	Feb. 1978	Mar. 1978	% change[1] Feb. 1978	Mar.	Mar. 1977	Mar. 1978	% Change[2]
AL	(numbers in thousands)							
ur Force	10,757	10,835	10,922	0.7	0.8	10,294	10,726	4.2
loyment	9,866	9,934	9,984	0.7	0.5	9,350	9,680	3.5
nployment	891	901	938	1.1	4.1	944	1,045	10.7
nployment Rate (%)	8.3	8.3	8.6	—	—	9.2	9.7	—
cipation Rate (%)	61.6	62.0	62.4	—	—	60.1	61.3	—
th Sexes: 15-24	62.8	63.4	64.1	—	—	59.4	60.4	—
len:	77.4	77.7	77.9	—	—	76.0	76.3	—
- 25 and over	80.9	80.8	81.0	—	—	80.3	80.5	—
/omen :	46.4	46.8	47.3	—	—	44.7	46.7	—
- 25 and over	42.7	43.1	43.6	—	—	41.3	43.6	—
LOYMENT	9,866	9,934	9,984	0.7	0.5	9,350	9,680	3.5
th Sexes: 15-24	2,433	2,466	2,485	1.4	0.8	2,256	2,303	2.1
len:	6,144	6,176	6,191	0.5	0.2	5,835	5,955	2.1
- 25 and over	4,823	4,831	4,839	0.2	0.2	4,618	4,727	2.4
/omen:	3,722	3,758	3,793	1.0	0.9	3,515	3,725	6.0
- 25 and over	2,610	2,637	2,660	1.0	0.9	2,476	2,651	7.1
Workers	8,831	8,879	8,944	0.5	0.7	8,421	8,675	3.0
on-Agriculture	8,704	8,753	8,816	0.6	0.7	8,303	8,574	3.3
dustries								
riculture	456	458	467	0.4	2.0	410	415	1.2
nufacturing	1,922	1,933	1,951	0.6	0.9	1,869	1,894	1.3
nstruction	640	638	628	- 0.3	- 1.6	550	536	- 2.5
ade	1,706	1,727	1,748	1.2	1.2	1,633	1,715	5.0
rvices	2,795	2,801	2,809	0.2	0.3	2,654	2,798	5.4
egions								
lantic	748	754	751	0.8	- 0.4	679	698	2.8
ebec	2,503	2,538	2,543	1.4	0.2	2,410	2,464	2.2
tario	3,817	3,816	3,842	- 0.0	0.7	3,625	3,750	3.4
airies	1,715	1,727	1,744	0.7	1.0	1,608	1,686	4.9
itish Columbia	1,079	1,095	1,103	1.5	0.7	1,027	1,082	5.4
MPLOYMENT RATE (%)	8.3	8.3	8.6	—	—	9.2	9.7	—
th Sexes: 15-24	14.9	14.8	15.1	—	—	15 6	16.5	—
len:	7.5	7.5	7.7	—	—	8.9	9.4	—
- 25 and over	5.0	5.0	5.1	—	—	6.6	6.8	—
/omen:	9.5	9.6	10.0	—	—	9.7	10.3	—
- 25 and over	7.5	7.7	8.1	—	—	7.5	8.4	—
egions								
lantic	12.5	12.4	13.0	—	—	15.4	15.0	—
ebec	11.4	10.9	11.5	—	—	11.0	12.5	—
tario	6.9	7.0	7.4	—	—	7.9	8.4	—
airies	5.0	5.3	5.3	—	—	6.1	6.5	—
itish Columbia	8.7	8.4	8.5	—	—	9.3	9.1	—
LOYMENT RATIO	56.5	56.8	57.0	—	—	54.6	55.3	—
th sexes: 15-24	53.4	54.1	54.4	—	—	50.1	50.4	—
n:	71.6	71.9	71.9	—	—	69.2	69.2	—
- 25 and over	76.8	76.8	76.8	—	—	75.0	75.0	—
men:	42.0	42.3	42.6	—	—	40.4	41.8	—
- 25 and over	39.4	39.8	40.0	—	—	38.2	39.9	—

cent change from previous month.
cent change from previous year.

ce: Statistics Canada, The Labour Force, Cat. No. 71-001.

CONSUMER PRICE INDEX

	Unadjusted						Seasonally Adjusted		
	1978			% Change From Previous Year			Current Annual Rate of Change		
	Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	Jan.	Feb.	Mar.
All-Items (1971 = 100)	167.8	168.9	170.8	9.0	8.7	8.8	7.7	6.9	8.1
Food "	193.0	194.3	197.0	14.9	13.4	13.9	16.8	13.1	11.7
Total Ex-Food "	159.1	160.1	161.8	6.8	6.9	7.0	4.1	4.6	6.7

EARNINGS AND INCOME

	Unadjusted			Seasonally Adjusted				
	Jan. 1977	Jan. 1978[p]	% change[1]	Nov. 1977[p]	Dec. 1977[p]	Jan. 1978[p]	% change[2] Dec.	Jan.
AVERAGE WEEKLY EARNINGS ($)								
Industrial Composite ($ Current)	239.34	255.47	6.7	256.16	259.16	255.60	1.2	- 1.4
Real ($ 1971)	154.02	151.26	- 1.8	152.78	154.13	151.27	0.9	- 1.9
By Regions:								
Atlantic	217.54	228.54	5.0	226.99	227.91	226.48	0.4	- 0.6
Quebec	233.74	253.78	8.6	251.93	254.80	253.98	1.1	- 0.3
Ontario	237.92	252.87	6.3	255.95	259.53	252.84	1.4	- 2.6
Prairies	237.86	252.83	6.3	251.69	254.94	253.54	1.3	- 0.4
British Columbia	272.59	290.27	6.5	289.03	289.78	291.11	0.3	+ 0.5
Manufacturing:								
Average Weekly Earnings ($)	255.65	273.98	7.2	273.86	277.53	272.59	1.3	- 1.8
Average Hourly Earnings ($)	6.11	6.63	8.5	6.58	6.64	6.63	0.9	- 0.2
Average Weekly Hours	38.5	37.8	- 1.8	38.6	39.2	37.8	1.6	- 3.6
Total Labour Income ($ Million)	9,171.6	9,910.5	8.1	10,112.2	10,306.8	10,152.3	1.9	- 1.5
Wages and Salaries - Total	8,480.4	9,159.6	8.0	9,345.7	9,526.3	9,381.6	1.9	- 1.5
— Manufacturing	1,934.4	2,083.3	7.7	2,110.7	2,131.1	2,129.4	1.0	- 0.1

JOB VACANCIES

	Unadjusted					Seasonally Adjusted			
	1977				3 months	1977			
	I	II	III	IV	Ending Feb.	I	II	III	IV
	(numbers in thousands)								
All categories	39.7	49.7	52.7	35.6	36.8	46.8	47.8	42.9	40.5
Full-time jobs	35.3	43.2	45.5	30.9	33.4	41.0	41.5	37.4	35.3
Long-term vacancies	12.4	13.2	15.7	12.1	11.6	13.7	14.4	12.5	13.2

[1]Per cent change from previous year.

[2]Per cent change from previous month.

[p]Preliminary.

Source: Statistics Canada, *The Labour Force*, Cat. No. 71-001. Statistics Canada, *Employment, Earnings and Hours*. Cat. No. 72-002. Statistics Canada, *Quarterly, Report on Job Vacancies*, Cat. No. 71-002, Statistics Canada, *The Consumer Price Index*, 62-001. Labour Canada, *Wage Developments*, Labour Data Branch.

RIKES AND LOCKOUTS

	1976				1977				1978
	I	II	III	IV	I	II	III	IV	Jan.
	(Quarterly averages)								
es and Lockouts:									
eginning during month	68	110	73	56	56	74	69	48	48
xisting during month	172	209	203	143	118	152	155	111	96
xers Involved	125,271	231,695	112,173	342,621	24,039	36,790	34,813	25,876	24,395
-days Lost — Total	610,433	864,817	1,466,900	927,813	200,670	312,263	332,267	257,427	365,720
anufacturing	421,673	296,383	501,157	278,540	110,100	207,630	189,653	154,340	94,610
-days Lost as a % of imated Working Time	0.35	0.48	0.79	0.50	0.11	0.17	0.18	0.14	0.21
anufacturing	1.08	0.74	1.18	0.67	0.28	0.52	0.46	0.34	0.25

NIMUM WAGE RATES — PER HOUR

sdiction	Effective Date	Experienced Adults	Youths and Students
eral	April 1, 1976	$2.90	under 17: $2.65
rta	March 1, 1977	$3.00	under 18: $2.85 Part-time students under 18: $2.50
sh Columbia	June 1, 1976	$3.00	17 and under $2.60
itoba	September 1, 1976	$2.95	under 18: $2.70
Brunswick	November 1, 1976	$2.80	no special rates
foundland	January 1, 1976	$2.50	no special rates
a Scotia	January 1, 1977	$2.75	14 to 18: $2.50
ario	March 15, 1976 August 1, 1978 January 1, 1979	$2.65 $2.85 $3.00	Students under 18 employed less than 28 hours in a week or during a school holiday: $2.15
ce Edward Island	July 1, 1977 July 1, 1978	$2.70 $2.75	under 18: $2.35 under 18: $2.40
bec	January 1, 1978	$3.27	under 18: $3.07
katchewan	January 31, 1978 June 30, 1978	$3.15 $3.25	no special rates no special rates
thwest Territories	June 7, 1976	$3.00	under 17: $2.55
on Territory	April 1, 1976	$3.00	no special rates

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The tables cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

TIME PERSPECTIVE ON WORK STOPPAGES, JANUARY 1978

Period	Number beginning during month	Work stoppages in existence during month or year			Per cent of estimated working time
		Number	Workers involved	Duration in man-days	
Year					
1973	677	724	348,470	5,776,080	0.30
1974	1,173	1,218	580,912	9,221,890	0.46
1975	1,103	1,171	506,443	10,908,810	0.53
1976	921	1,039	1,570,940	11,609,890	0.55
1977(1)	739	803	217,557	3,307,880	0.15
1977(1)					
January	49	113	29,028	219,000	0.13
February	48	111	19,718	175,740	0.11
March	71	131	23,372	207,270	0.11
April	78	148	38,237	329,350	0.20
May	73	152	34,893	299,940	0.19
June	71	156	37,241	307,500	0.18
July	55	138	38,802	405,760	0.22
August	76	153	34,522	345,970	0.17
September	75	174	31,114	245,070	0.13
October	56	120	19,716	178,300	0.10
November	55	113	32,154	240,850	0.13
December	32	101	25,758	353,130	0.20
1978(2)					
January	48	96	24,395	365,720	0.21

(1) Final
(2) Preliminary

WORK STOPPAGES BY INDUSTRY, JANUARY 1978 (Preliminary)

Industry	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days
		Number	Workers involved	Duration in man-days	
Agriculture	0	0	0	0	—
Forestry	0	0	0	0	—
Fishing	0	0	0	0	—
Mines	2	3	368	1,150	—
Manufacturing	24	39	9,212	94,610	—
Construction	5	8	604	5,580	—
Transp. & Utilities	4	14	10,699	222,800	—
Trade	5	13	1,817	15,090	—
Finance	1	1	26	100	—
Service	4	15	1,586	26,300	—
Public Admin.	3	3	83	90	—
Various industries	0	0	0	0	—
TOTAL	48	96	24,395	365,720	—

WORK STOPPAGES BY JURISDICTION, JANUARY, 1978 (Preliminary)

Jurisdiction	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days
		Number	Workers involved	Duration in man-days	
Nfld.	1	1	66	50	—
P.E.I.	0	0	0	0	—
N.S.	0	0	0	0	—
N.B.	1	1	257	1,030	—
Quebec	15	39	6,439	92,300	—
Ontario	20	27	6,022	42,630	—
Manitoba	1	1	32	140	—
Saskatchewan	2	6	236	1,500	—
Alberta	2	4	461	3,180	—
B.C.	0	3	270	5,080	—
Yukon & N.W.T.	0	0	0	0	—
Total, provinces	42	82	13,783	145,910	—
Federal Public Service(1)	3	4	89	130	—
Federal Industries(2)	3	10	10,523	219,680	—
Federal total	6	14	10,612	219,810	—
TOTAL	48	96	24,395	365,720	—

(1) Covered under the Public Service Staff Relations Act.
(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers relate only to workers directly involved in the dispute.